

NAVAL POSTGRADUATE SCHOOL

Monterey, California



DTIC QUALITY INSPECTED A

THESIS

**THE UNITED STATES MARINE CORPS
MILITARY OCCUPATIONAL SPECIALITY 9656:
A STUDY FOR GREATER UTILIZATION**

by

William R. Tibbs

December 1996

Thesis Advisor:

David V. Lamm

Approved for public release; distribution is unlimited.

19970616 128

REPORT DOCUMENTATION PAGE			Form Approved OMB No. 0704-0188	
Public reporting burden for this collection of information is estimated to average 1 hour per response, including the time for reviewing instruction, searching existing data sources, gathering and maintaining the data needed, and completing and reviewing the collection of information. Send comments regarding this burden estimate or any other aspect of this collection of information, including suggestions for reducing this burden, to Washington Headquarters Services, Directorate for Information Operations and Reports, 1215 Jefferson Davis Highway, Suite 1204, Arlington, VA 22202-4302, and to the Office of Management and Budget, Paperwork Reduction Project (0704-0188) Washington DC 20503.				
1. AGENCY USE ONLY (Leave blank)	2. REPORT DATE December 1996	3. REPORT TYPE AND DATES COVERED Master's Thesis		
4. TITLE AND SUBTITLE THE UNITED STATES MARINE CORPS MILITARY OCCUPATIONAL SPECIALITY 9656: A STUDY FOR GREATER UTILIZATION		5. FUNDING NUMBERS		
6. AUTHOR(S) William R. Tibbs				
7. PERFORMING ORGANIZATION NAME(S) AND ADDRESS(ES) Naval Postgraduate School Monterey CA 93943-5000		8. PERFORMING ORGANIZATION REPORT NUMBER		
9. SPONSORING/MONITORING AGENCY NAME(S) AND ADDRESS(ES)		10. SPONSORING/MONITORING AGENCY REPORT NUMBER		
11. SUPPLEMENTARY NOTES The views expressed in this thesis are those of the author and do not reflect the official policy or position of the Department of Defense or the U.S. Government.				
12a. DISTRIBUTION/AVAILABILITY STATEMENT Approved for public release; distribution is unlimited.			12b. DISTRIBUTION CODE	
13. ABSTRACT (maximum 200 words) <p>The Marine Corps' current utilization of its Officers designated with the secondary Military Occupational Speciality (MOS) 9656, Contracting Officer, is strictly limited to the Marine Corps Field Contracting Structure. This Field Contracting Structure is made up of only 22 billets, all which are designated for officers with a rank of either Captain or Major.</p> <p>This thesis researches the potential for utilizing 9656 designated officers into organizations outside the current Field Contracting Structure. It will present a set of criteria used to determine which potential organizations should incorporate a 9656 billet. Potential organizations were selected from the Marine Corps, the Department of the Navy, and other Department of Defense activities. This thesis also examines a proposed acquisition career path and its affect on the 9656 MOS.</p> <p>Recommendations regarding 9656 billet incorporation and the need for an acquisition career path are presented.</p>				
14. SUBJECT TERMS Military Occupational Specialty 9656, Marine Corps Contracting Officers, Marine Corps Acquisition Career Structure.			15. NUMBER OF PAGES 115	
			16. PRICE CODE	
17. SECURITY CLASSIFICATION OF REPORT Unclassified	18. SECURITY CLASSIFICATION OF THIS PAGE Unclassified	19. SECURITY CLASSIFICATION OF ABSTRACT Unclassified	20. LIMITATION OF ABSTRACT UL	

Approved for public release; distribution is unlimited.

**THE UNITED STATES MARINE CORPS
MILITARY OCCUPATIONAL SPECIALITY 9656:
A STUDY FOR GREATER UTILIZATION**

William R. Tibbs
Captain, United States Marine Corps
B.S., United States Naval Academy, 1989

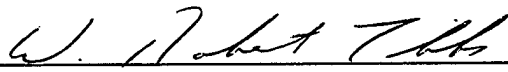
Submitted in partial fulfillment
of the requirements for the degree of

MASTER OF SCIENCE IN MANAGEMENT

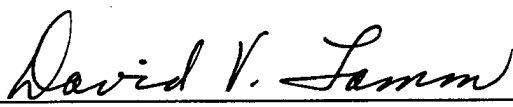
from the

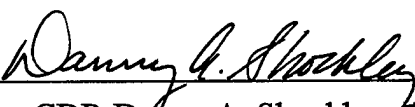
**NAVAL POSTGRADUATE SCHOOL
December 1996**

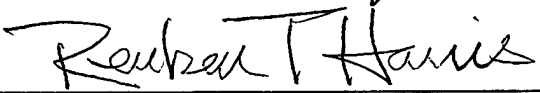
Author:


William R. Tibbs

Approved by:


David V. Lamm, Thesis Advisor


CDR Danny A. Shockley, Associate Advisor


Reuben T. Harris, Chairman
Department of Systems Management

ABSTRACT

The Marine Corps' current utilization of its Officers designated with the secondary Military Occupational Speciality (MOS) 9656, Contracting Officer, is strictly limited to the Marine Corps Field Contracting Structure. This Field Contracting Structure is made up of only 22 billets, all which are designated for officers with a rank of either Captain or Major.

This thesis researches the potential for utilizing 9656 designated officers into organizations outside the current Field Contracting Structure. It will present a set of criteria used to determine which potential organizations should incorporate a 9656 billet. Potential organizations were selected from the Marine Corps, the Department of the Navy, and other Department of Defense activities. This thesis also examines a proposed acquisition career path and its affect on the 9656 MOS.

Recommendations regarding 9656 billet incorporation and the need for an acquisition career path are presented.

TABLE OF CONTENTS

I. INTRODUCTION	1
A. GENERAL	1
B. RESEARCH OBJECTIVE	2
C. RESEARCH METHOD	3
D. SCOPE, LIMITATIONS, AND ASSUMPTIONS	3
E. METHODOLOGY	5
F. THESIS ORGANIZATION	6
II. BACKGROUND	7
A. ACQUISITION REFORM	7
1. First Hoover Commission (1949)	9
2. Second Hoover Commission (1955)	9
3. Fitzhugh Commission (1970)	10
4. General Accounting Report: Recommendations on Government Procurement (1979)	11
5. The Packard Commission (1986)	12
6. House Armed Services Committee Report 1990	13
B. THE DEFENSE ACQUISITION WORKFORCE IMPROVEMENT ACT	14
C. THE MILITARY OCCUPATIONAL SPECIALTY 9656	18
1. Contracting Skills Acquired by 9656 Designated Officers	19
2. The Current USMC Field Contracting Structure	19
a. Policy Billets	20
b. Field Contracting	20
c. Contingency Contracting	20
D. SUMMARY	20
III. CRITERIA FOR BILLETS	23
A. DEVELOPMENT OF CRITERIA FOR ADDITIONAL BILLETS	23

B.	PRIMARY CRITERIA	23
1.	Customer Base	23
2.	In-Plant Contract Administration	24
3.	Acquisition Category I Programs.	25
4.	Naval Contracting Officers.	25
5.	Operational Experience.	26
C.	SECONDARY CRITERIA	27
1.	Number of Contract Actions.	27
2.	Dollars Contracted.	28
3.	Corresponding Representation to Program Management Office	28
4.	Top 5 "Green Dollar" Programs.	29
5.	A Program Office Desires Marine Corps Contracting Representation. . .	29
D.	SUMMARY	30
IV.	ANALYSIS OF POTENTIAL ORGANIZATIONS	31
A.	DEFINING THE SCOPE	31
B.	HOW THE CRITERIA WILL BE APPLIED	31
C.	ORGANIZATIONS	31
1.	United States Marine Corps	32
2.	Department of the Navy	32
3.	Defense Logistics Agency	32
4.	Military Educational Institutions	32
D.	APPLYING THE CRITERIA	32
1.	United States Marine Corps	32
a.	Marine Corps Systems Command	32
b.	Marine Corps Air Stations	36
2.	Department of the Navy	37
a.	Naval Supply Systems Command	38
b.	Fleet and Industrial Supply Centers	39
c.	Naval Inventory Control Point	40
d.	Naval Air Systems Command	42
e.	Naval Sea Systems Command	45
3.	Defense Logistics Agency	47
a.	Supply Centers	47
b.	Defense Contract Management Command	51
4.	Military Educational Institutions	55

E. SUMMARY	57
V. CAREER STRUCTURE	59
A. CURRENT NON-ACQUISITION CAREER PATH	59
1. Promotion Flow Points	59
2. Credibility and Experience	61
3. Military Education and Training	61
4. Joint Duty Assignment	63
5. Command Selection and Performance	64
B. ACQUISITION CAREER PATH	65
C. CONTRACTING PYRAMID STRUCTURE	68
D. SUMMARY	71
VI. CONCLUSIONS AND RECOMMENDATIONS	75
A. INTRODUCTION	75
B. CONCLUSIONS	76
C. RECOMMENDATIONS	77
D. RESEARCH QUESTIONS ANSWERED	81
E. RECOMMENDATIONS FOR FUTURE RESEARCH	83
APPENDIX A. ACQUISITION AND CONTRACT MANAGEMENT COURSE MATRIX	87
APPENDIX B. EDUCATIONAL SKILL REQUIREMENTSACQUISITION AND CONTRACT MANAGEMENT CURRICULUM	89
APPENDIX C. MARINE CORPS FIELD CONTRACTING BILLETS	91
APPENDIX D. ACQUISITION CATEGORY I (ACAT I)	93
APPENDIX E. NAVY CONTRACTING (1306P) BILLETS	95
LIST OF REFERENCES	99
INITIAL DISTRIBUTION LIST	103

I. INTRODUCTION

A. GENERAL

Today, Marine Corps Officers designated with the 9656 Military Occupational Specialty (MOS) do not buy V-22 Ospreys, nor do they buy the TOW or Hellfire missiles.[Ref. 1: p. 30] The Marine Corps' MOS Manual defines the 9656 MOS as "Contracting Officer", however not a single 9656 MOS billet can be found at any major buying commands within the Marine Corps, the Department of the Navy, or the other Department of Defense organizations, such as the Defense Contract Management Command.[Ref. 2: p. 1-60] Today, all Marine Contracting Officer billets fall into the Marine Corps Field Contracting Structure. These billets are located at Marine Corps Field Activities with a primary mission of supporting day-to-day base operations. This situation encourages research to be conducted into potentially incorporating or augmenting organizations outside the current Field Contracting Structure with 9656 billets. Currently the Marine Corps utilizes Government service civilians or other military Service officers to contract for all its major weapon systems and their spare components. There is not a single Marine Corps Officer serving as a contracting specialist within the Department of Defense at any major buying commands.

The Commandant of the Marine Corps is responsible for determining the needs of the Corps for equipment, weapons, materials, supplies, facilities, maintenance, and supporting services, including deciding upon the characteristics of material to be procured.[Ref. 3: p. 33] All these needs must be contracted for by one means or another and 9656 designated officers are capable of providing that service. Yet, Marine Corps contracting officers are currently only serving as Field Activity Contracting Officers within the Installations and Logistics Command Organization.

In researching potential incorporation of the 9656 billets into major buying command organizations, an examination of the primary skills acquired by officers designated with the 9656 MOS will be conducted. Criteria will be established to help determine if augmentation or incorporation is warranted at these organizations. These criteria will be developed with the assistance of knowledgeable members of the acquisition workforce.

The career structure for the 9656 MOS must also be addressed. For the Marine Corps to fully reap the benefits of the time and money spent to designate officers with this MOS, a viable acquisition career structure should be established. Currently, Marine officers who are sent to the Naval Postgraduate School, which is the only source of accession for 9656 officers, are likely to serve only one tour in the contracting community. This raises questions regarding the efficiency and cost effectiveness of the Special Education Program (SEP) as a whole. The Marine Corps' effort to establish officers as acquisition professionals indicates the importance of this community and the need for an acquisition career structure.

B. RESEARCH OBJECTIVE

The primary objective of this research involves an examination and analysis of the United States Marine Corps' use of the Military Occupational Specialty 9656. Can Marine Corps Contracting Officers have a greater impact on the Marine Corps, the Department of the Navy, and the Department of Defense through potential assignments to major buying commands within these organizations?

The ultimate goal of this research is to identify billets outside the current Field Contracting Organization that Marine Corps Officers designated with the secondary MOS 9656 could efficiently and effectively fill. Important factors in meeting this goal will be the criteria established to designate

new billets and a formal career structure that will incentivize capable officers to apply for the SEP's Acquisition and Contract Management curriculum to become designated 9656 officers.

C. RESEARCH METHOD

The following primary research question will be used to direct and guide the objectives of this study:

To what extent should the Marine Corps buying organizations and other Department of the Navy and Department of Defense organizations incorporate or augment existing United States Marine Corps Military Occupational Specialty 9656 contracting billets?

The following subsidiary questions will be used to help direct the focus of research in answering the primary research question:

1. What are the unique contracting requirements leveled on the 9656 MOS as a result of the Defense Acquisition Workforce Improvement Act?
2. What are the primary contracting skills acquired by officers assigned the 9656 MOS?
3. What criteria should be used to measure the necessity for establishing a 9656 billet?
4. What are the United States Marine Corps, Department of the Navy, and other Department of Defense organizations that should consider the inclusion of MOS 9656 billets?
5. What are the factors that must be considered in developing a viable 9656 career structure?

D. SCOPE, LIMITATIONS, AND ASSUMPTIONS

The scope of this thesis will be limited to officers in the Marine Corps. Although both enlisted and civilian personnel are vital in the overall acquisition process, their contribution will not be addressed in this research. In addition, the existing MOS 9656 billets and the pool of officers to fill those billets will be excluded from this research. This thesis will examine the potential of

incorporating the MOS 9656 billets into major buying organizations within the Marine Corps, the Department of the Navy, and the Department of Defense. This thesis will also examine the existing career structure and the unique DAWIA requirements for the 9656 MOS using the methodology to be discussed in Section (E).

There were two assumptions made in conducting this research. The first assumption was that the Marine Corps is committed and interested in maintaining the most qualified officers in acquisition and contracting billets. This assumption is supported by the Commandant of the Marine Corps General Krulak, emphasizing acquisition within his Commandant's Planning Guidance (CPG). The CPG is his road map for the service that states "where the Marine Corps is going and why," and "what the Marine Corps will do," in the four years of his tenancy and into the next century.

[Ref. 4: p. 7]

The second assumption made was that the 9656 MOS will always be a secondary MOS in the Marine Corps. Therefore, to have a pool of capable officers to fill 9656 billets, officers designated with the secondary MOS 9656 must remain competitive in their primary MOS. An officer's primary MOS being the initial MOS assigned upon accession into the Marine Corps that involves duties in combat arms and direct support functions.

The Marine Corps strongly believes that Marines assigned to acquisition tours immediately after completing a successful tour in their primary MOS bring a wealth of hands-on experience, along with the knowledge of what the Marines in the field require from their equipment. This is a cornerstone of the Marine Corps' acquisition process because it ensures that the acquisition cycle is responsive to the needs of the Marine Forces. [Ref. 5: p. 21]

There were no major limitations that were encountered while conducting this study.

E. METHODOLOGY

The methodology used by the researcher consisted of two parts. The first being a literature search and review, and the second being personal interviews with both civilian and military personnel in a position to provide insight and information to answer the research questions.

The literature search was conducted via all available means to include: the Naval Postgraduate School (NPS), the Defense Logistics Studies Information Exchange (DLSIE), and the Defense Systems Management College (DSMC), as well as Internet searches and applicable professional journals. Marine Corps specific material, such as Marine Corps' Orders and Directives, were also used.

Personal interviews were conducted with Marine Corps' weapon system managers and Naval Contracting Officers at the Naval Inventory Control Point (NAVICP) Philadelphia, PA on 14 August 1996. These interviews provided in-depth information on contracting for major weapon systems' spare components. Captain Bell, the Director of the Contracting at the NAVICP, yielded valuable insight related to the primary research question.

Interviews were also conducted at Headquarters Marine Corps with the Director of Field Contracting and at the Marine Corps Systems Command (MARCORSYSCOM) with the Director of Contracting on 29 September, 1996. These interviews provided extensive information on the Marine Corps current utilization of 9656 designated officers as well as possible reasons why there are no Marine Corps Officers currently serving as contracting specialists at MARCORSYSCOM.

Interviews were also conducted at the Defense Contract Management Command with the Director of Assignments for Military Personnel and at NPS with the faculty. The final interview

conducted was on 29 October, 1996, with the Naval Aviation Systems Command's (NAVAIR) Contracting Officer for the F/A-18 E/F.

F. THESIS ORGANIZATION

This research effort is comprised of five chapters covering the following subject areas:

Chapter I is an introduction providing the rationale for the generation of the research questions.

Chapter II presents background on the current acquisition environment and the skills acquired by newly designated 9656 Marine Corps Officers. It will also briefly examine the current Field Contracting structure.

Chapter III will discuss the criteria developed to be used as a metric for establishing new 9656 billets within the Marine Corps, the Department of the Navy, and the Department of Defense.

Chapter IV will present and discuss billets that meet the criteria established in Chapter III.

Chapter V will provide an examination of a potential acquisition career structure.

Chapter VI will summarize the research effort and provide conclusions and recommendations.

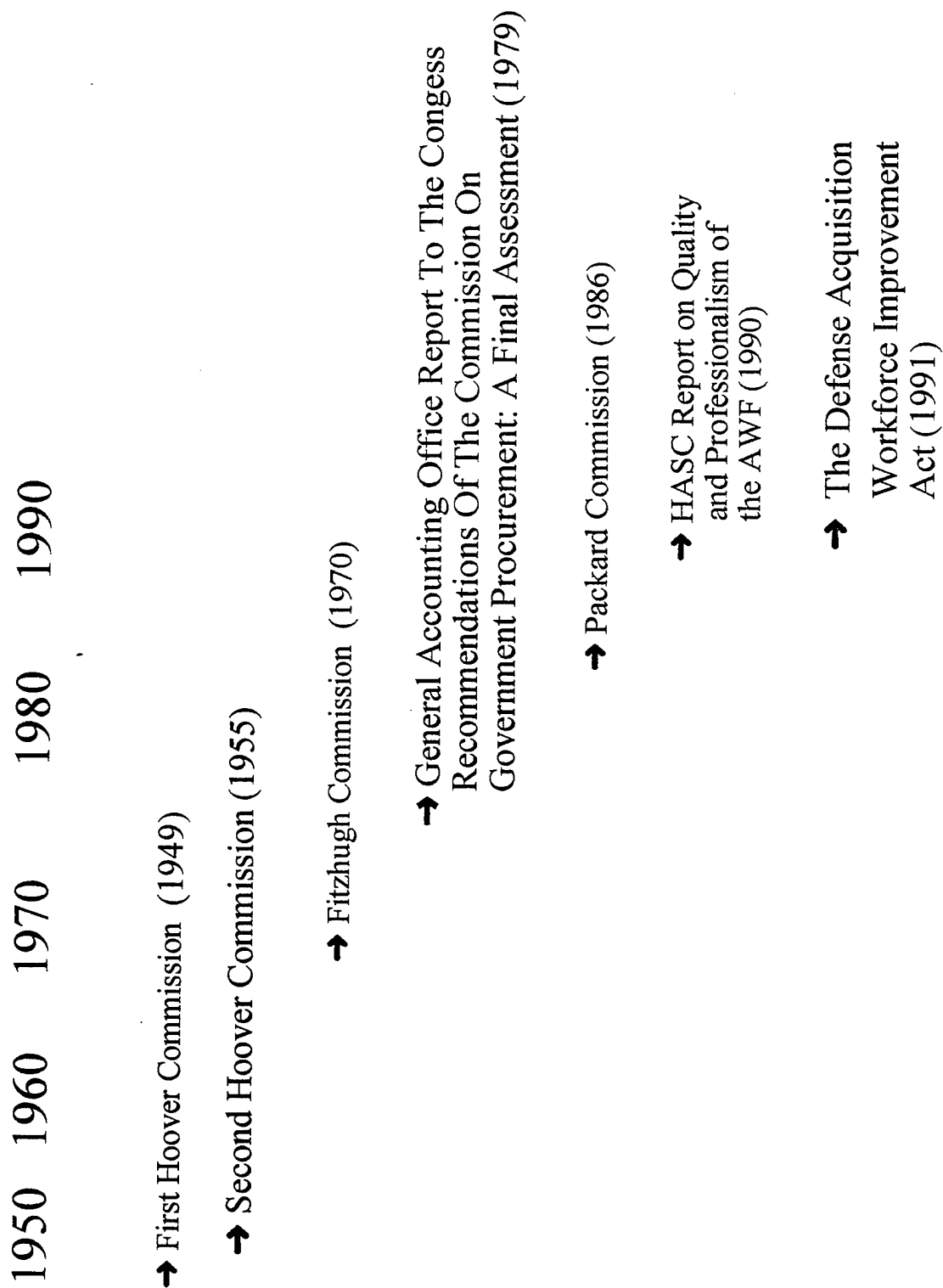
II. BACKGROUND

A. ACQUISITION REFORM

Before presenting the research to answer the proposed research questions, it is vital to examine the current acquisition environment. The primary driving force in today's acquisition environment is reform, as evident by this remark made by Dr. William Perry, Secretary of Defense:

When I came to the Pentagon in 1993, one of my most important objectives, one of my most important initiatives was to achieve real acquisition reform. So obviously it is important to do this because we don't want to waste tax payer's money, but the objective of acquisition reform is to allow the Defense Department to buy products and weapon systems not only at lower costs but also to get higher quality products because we can use the most modern technology. I was confident this objective could be achieved. We had the support of the President, the Vice President, and strong support in Congress.[Ref. 6]

Acquisition within the Department of Defense has always been a concern of the United States Government primarily due to the large portion of discretionary funding spent on military acquisition. As Figure 2.1 illustrates, recent history has had many attempts at improving or reforming the acquisition process. The reform initiatives presented emphasize central themes of maintaining a professional workforce through education and training. It is evident that Figure 2.1 is by no means all inclusive, nor does it contain three recent pieces of major reform legislation: the Federal Acquisition Streamlining Act (FASA), the Federal Acquisition Reform Act (FARA), and the Information Technology Management Reform Act (ITMRA). Although FASA, FARA, and ITMRA are achieving greatly needed reform breakthroughs, they do not directly address the concepts of training and education regarding the acquisition workforce.



Source: Developed by Researcher

Figure 2.1. Acquisition Studies and Reform Initiatives

1. First Hoover Commission (1949)

Many of the attempts in recent history at acquisition reform have included the theme of increasing the professionalism of the acquisition workforce. An example is the First Hoover Commission's emphasis on professionalism within the acquisition workforce, or "supply positions" as they were called in that era:

Failure is reflected further in the personnel system which does not provide competent staff to fill supply positions. Although purchasing is a highly skilled profession that requires intimate knowledge of the conditions...personnel processes fail to make proper acknowledgment of the skills required.[Ref. 7: p. 96]

2. Second Hoover Commission (1955)

The Second Hoover Commission provides more examples of addressing professionalism and training that have become recurring themes of acquisition reform. The commission devoted a task force to this subject and concluded that there was a wealth of talent and ability in the Military Departments. This expertise, however, was only being partially used in the procurement arena.

[Ref. 8: p.13] The task force stated four reasons for this:

1. Requiring those who achieve top military rank to become well rounded in all military fields, with predominant emphasis on combat command skills;
2. Rotating key logistics personnel from assignments prior to the arrival and indoctrination of qualified replacements;
3. Assigning senior officers with limited logistics training to key logistics positions; and
4. Depriving civilians of access to many key logistics positions of predominantly business management character, on the grounds that such positions must be reserved for the training of military executives or that a background in military operations is a prerequisite. [Ref. 9: p. 68]

The Commission also made the following official recommendation to President Eisenhower:

The Secretary of Defense should establish a policy requiring each military department to develop and assign career-trained personnel to technical and executive posts throughout the field of procurement management.[Ref. 9: p. 68]

3. Fitzhugh Commission (1970)

President Nixon appointed a Blue Ribbon Defense Panel that consisted of prominent members of the educational and business community but no elected Government Officials. This panel was chaired by Gilbert W. Fitzhugh and subsequently became known as the Fitzhugh Commission.

The Fitzhugh Commission's Charter was much the same as the First Hoover Commission's 20 years prior. Fitzhugh's panel was tasked with studying the organization and management of the Department of Defense. Fitzhugh's scope, however, specifically included "the Defense procurement policies and practices, particularly as they related to costs, time and quality." [Ref. 10: p.v]

Fitzhugh's findings regarding Government procurement deficiencies were similar to the Hoover Commissions identified two decades earlier.

The promotion and rotation systems of the Military Services do not facilitate career development in the technical and professional activities, such as research and development, procurement, intelligence, communications and automatic data processing. [Ref. 10: p. 2]

The Fitzhugh Commission also took an in-depth look at the current concept of Program Management and severely criticized the Department of Defense.

No indication of consistent efforts by the Services to select Program Mangers for among those officers who have the most promising potential. Ideally, a Program Manger should possess both managerial and technical skills and experience in the operational employment of the type of system, weapon or other hardware under their development. [Ref. 10: p. 80]

The Fitzhugh Commission recognized the importance of proper training and the benefit of acquisition personnel having operational experience. Based on their overall findings the Commission recommended that the Department of Defense should:

Establish a career speciality code for Program Managers in each Military Service and develop selection and training criteria that will ensure the availability of an adequate number of qualified officers. The criteria should emphasize achieving a reasonable balance between the needs for knowledge of operational requirements and experience in management. [Ref. 10: p.8]

4. General Accounting Report: Recommendations on Government Procurement (1979)

The General Accounting Office (GAO) has produced numerous reports on the subject of defense procurement for a wide array of different Government agencies use. In May 1979, a GAO report to Congress on Government procurement painted an unfavorable picture of current reform initiatives as evident by this quote that appears on the report's cover:

Important structural changes are now in place on procurement reforms first proposed in 1972, but the program is far from complete and momentum is slowing. The outlook for at least half of the reforms is not encouraging. Renewed dedication in the executive branch and congressional action are needed. [Ref. 11]

The report also stressed the qualifications and professionalism within the acquisition workforce. The report highlighted the fact that new employees received little formal training, and that both the civilian and military acquisition career development was limited. Finally, the report emphasized the lack of qualification of military contracting officers with this statement:

Agencies were appointing many contracting officers not qualified by experience or training. The Commission recognized that although procurement was not yet a profession, the increasing complexity and importance of the procurement process demand a more competent and professional workforce. [Ref. 11: p. 16]

The evidence of these recurring themes in early attempts at acquisition reform may lead one to believe that reform efforts at the highest level have not been very effective. However, the 1980's and 1990's would see attempts at reform make serious headway in the Department of Defense acquisition community.

5. The Packard Commission

One of the decade's most significant reviews conducted on the Department of Defense was President Reagan's Blue Ribbon Commission on Defense Management, more commonly known as the Packard Commission. The commission was tasked to:

Study the issues surrounding defense management policies and procedures, including the budget process, the procurement system, legislative oversight, and the organizational and operational arrangements, both formal and informal, among the Office of the Secretary of Defense, the Organization of the Joint Chiefs of Staff, the Unified and Specified Command system, the Military Departments, and the Congress. [Ref. 12: p. 27]

The Commission identified numerous deficiencies in the procurement system to include; inflexible acquisition procedures, an over-abundance of regulations and laws, program managers lacking individual authority to control programs, and acquisition personnel being subject to never-ending bureaucratic obligations for making reports [Ref. 13: pp. 13-14]. The Commission specifically took issue with Congress' attempt to "over-regulate" reform:

Chances for meaningful improvement will come not from more regulation but only with major institutional change. Common sense must be made to prevail alike in the enactments of Congress and the operations of the Department. We must give acquisition personnel more authority to do their jobs. If we make it possible for people to do the right thing the first time and allow them to use their common sense, then we believe that the Department can get by with far fewer people.
[Ref. 13: p.13]

The Commission recommended that the President establish an unambiguous authority for overall acquisition policy and clear accountability for acquisition execution along with the "establishment of business-related education and experience criteria...which will provide a basis for the professionalism of their career paths." [Ref. 13: p.16]

6. House Armed Services Committee Report 1990

This report was the last piece of significant legislation before the Congress passed Public Law 101-105, which contained the Defense Acquisition Workforce Improvement Act (DAWIA). The recent history of reform legislation set the stage for Congress to take actions to rectify the deficiencies in defense acquisition that had been pointed out over the previous 40 years. Prior to establishing new legislation, however, Congress decided to conduct a review of their own in 1990.

Congress tasked the House Armed Services Committee (HASC) to conduct its own study. The purpose of the study dealt with one of the most common recurring themes, that of the quality and professionalism of the acquisition workforce. The purpose of the report can be summarized in the following excerpt from the final report:

It is clear that there is no lack of statutory, executive order and outside expert identification of problems and recommended changes that should be pursued to improve the quality and professionalism of the AWF. Yet despite these continued calls for improvement and the obvious changes made in the recent past, few are convinced that enough has been done. New and varied proposals to change the organization or character of the acquisition workforce have been espoused with increasing efficiency.

Before considering the adoption of any of these proposals, the Committee on Armed Services believed that it was crucial to conduct an in-depth analysis of the state of the AWF and any trends that may be evident. Without such an assessment it is virtually impossible to determine cause and effect--hence to determine with any certainty that proposed solutions to this problem will bring about the desired result.

Thus, the objective of this report is to assess the qualifications and professionalism of the acquisition workforce--both present and past, military and civilian; to review the efforts of the Department of Defense and the Military Departments to establish and manage the career development of the Workforce; and, where appropriate, provide recommendations for improving the quality and professionalism of that workforce. [Ref. 14: p. 65]

This study was both qualitative and quantitative in nature. It examined the levels of education and training, the length of employment, and the experience levels of the workforce. It concluded that the previous studies and commissions were correct and that major changes would be beneficial to the efficiency and morale of the workforce. Congress enacted the first concise body of legislation designed to enhance the professionalism of the AWF. [Ref. 8: p. 21]

B. THE DEFENSE ACQUISITION WORKFORCE IMPROVEMENT ACT

On November 5, 1990, Congress passed Public Law 101-520. This law is cited as the "National Defense Authorization Act for Fiscal Year 1991". Title XII of this Act included significant acquisition reform initiatives that commonly became known as the "Defense Acquisition Workforce Improvement Act" (DAWIA). Section 1701, of Title XII, reads as follows:

The Secretary of Defense shall establish policies and procedures for the effective management (including accession, education, training, and career development) of persons serving in acquisition positions in the Department of Defense. [Ref. 15: p.1639]

A force behind this piece of legislation centered around the ongoing debate for the need of military personnel's involvement in the acquisition process itself. The need to have military personnel was recognized and DAWIA gave the concept statutory backing in section 1722:

The Secretary shall establish a policy permitting a particular acquisition position to be specified as available only to members of the armed forces if a determination is made, under criteria specified in the policy, that a member of the armed forces is required for that position by law, is essential for performance of the duties of the position, or is necessary for another compelling reason. [Ref. 15: p. 1641]

DAWIA directed the Secretary of Defense to create a formal Acquisition Corps. The legislation allows each of the Military Departments to form its own acquisition corps and makes a specific allowance for the Marine Corps to do the same. It charges the Secretary of Defense with ensuring that the policies and procedures provided in DAWIA are implemented in a uniform manner within DOD. [Ref. 8: p. 21]

DAWIA charged the Services with identifying specific billets deemed to be acquisition positions. Once identified these positions were organized into the following acquisition position categories (POSCAT):

Program Management

Systems Planning, Research, Development, Engineering and Testing

Contracting

Industrial Property Management

Logistics

Quality Assurance

Manufacturing and Production

Business, Cost Estimating, Financial Management and Auditing

Education, Training and Career Development

Construction

Joint Development

[Ref. 15: p. 1640]

The Department of Defense has since re-designated the above POSCATs into the following nine career fields:

Program Management

Communications/Computer Systems

Contracting

System Planning/Research/Development and Engineering

Test and Evaluation Engineering

Manufacturing Production and Quality Assurance

Acquisition Logistics

Business/Cost Estimating and Financial Management

Auditing (This career field is not currently open to military officers.)

[Ref: 16: p. 2]

Each career field was divided into three levels for purposes of establishing standards and qualifications: basic, also known as developmental acquisition positions (Level I, officer grades O-1 through O-3); intermediate (Level II, O-4); and senior (Level III, O-5 and above). DAWIA attempts to place the required emphasis on the training and experience necessary for the individual selected to serve in the acquisition corps to succeed in their assigned career fields. The key method used to insure that this happens is the building block approach. As military officers grow through promotion within their acquisition career, they are held to an increasingly higher standard at each level. One of the goals of DAWIA is to ensure military officers continuously increase their professionalism at each step of their careers. The distinct levels within each career field along with their corresponding training, education and experience requirements, are intended to a professional acquisition corps.

The specific DAWIA training and experience requirements for each level of the Contracting Career Field are as follows:

Level I

Completion of one of the following:

- Contracting Fundamentals Course (CON 101)
- Operational Level Contracting Fundamentals Course (CON 102)

and completion of one of the following:

- Contract Pricing Course (CON 104)
- Operational Level Contracting Fundamentals Course (CON 105)

and one (1) year contracting experience.

Level II

Completion of the following courses:

- Government Contract Law Course (CON 201)
- Intermediate Contract Pricing Course (CON 231)

and completion of one of the following:

- Intermediate Contracting Course (CON 211)
- Intermediate Contract Administration Course (CON 221)
- Operational Level Contract Administration Course (CON 222)

and two (2) years of contracting experience.

Level III

Completion of the following courses:

- Executive Contracting Course (CON 301)

- Management for Contracting Supervisors (CON 333)

and at least one year of contracting experience after receiving Contracting Level 2 certification.[Ref. 17]

C. THE MILITARY OCCUPATIONAL SPECIALTY 9656

The 9656 MOS is a secondary MOS as previously discussed in Chapter I. The only means of designation for Marine Officers is through the SEP, which will be discussed in Section 1. The Marine Corps MOS Manual equates the 9656 MOS designation to 'Contracting Officer' and provides the following summary:

Contracting officers evaluate contract requirements, specifications, bids, proposals, and subsequent contractor performance. When appointed in accordance with the Federal Acquisition Regulation, contracting officers have authority to enter into, administer, or terminate contracts and make related determinations and findings. Contracting officers may bind the Government only to the extent of the authority delegated to them. This MOS is also an Acquisition Workforce Career Field as defined by the Defense Acquisition Workforce Improvement Act and Title 10, Section 1701.[Ref. 2: p. 1-60]

The MOS Manual also provides specific duties to be carried out by 9656 designated officers.

Those duties are listed below:

- (1) Provides planning, programming, budgeting, and acquisition planning support to various Marine Corps appropriation sponsors; reviews acquisition plans, statements of work, performance work statements, economy act orders, specifications, requests for proposals and invitations for bids; evaluates contract proposals, bids, and contractor performance; awards and administers contracts.
- (2) Supervises others in the conduct of Marine Corps contracting functions.
- (3) Makes determinations and findings as well as determines obligations for the settlement of controversies and protests on Government contracts.

- (4) . Performs contingency contracting functions in support of the conduct of war, operations other than war, exercises and deployments.[Ref. 2: p. 1-61]

1. Contracting Skills Acquired by 9656 Designated Officers

There is currently only one source the Marine Corps utilizes to designate officers with the secondary MOS 9656. The Naval Postgraduate School in Monterey, California, educates and trains future 9656 officers via the Marine Corps' Special Education Program (SEP). SEP was established as a means of providing the Marine Corps with a sufficient number of qualified officers to fill billets that have been identified as requiring an officer who possesses postgraduate level education.

[Ref. 18: p. 2]

To become a newly designated 9656, Marine Corps Officers must meet all the requirements established within the Acquisition and Contract Management curriculum. This curriculum uses the course matrix depicted in Appendix (A) to educate all potential 9656 officers. Validation of the general requirements is done on a case by case basis. The course matrix is designed to impart the Education Skill Requirements (ESRs) presented in Appendix (B) on all successful graduates. The ESRs are designed to ensure all graduates are proficient in the core competencies in the career field of contracting.

Upon successful completion of the Acquisition and Contract Management curriculum Marine Corps Officers are designated with the secondary MOS 9656 and are DAWIA Level III certified in the career field of contracting.

2. The Current USMC Field Contracting Structure

Today there are only 21 billets designated 9656 within the Marine Corps. All 21 of these billets, presented in Appendix (C), fall under the HQMC Field Contracting Structure. This structure

is part of the Marine Corps' Installations and Logistics (I & L) Department. The billets can be generally categorized into three groups; Policy Billets, Field Contracting Organizations, and Contingency Contracting Organizations.

a. Policy Billets

There are only two billets in this category, both are located at HQMC. Officers in these positions are responsible for providing direction and guidance to the field organizations concerning contracting policy. In addition, the coordinate the Procurement Management Reviews conducted at the field activities.

b. Field Contracting

This is the most common type of billet with the current structure. These billets are located at a wide range of activities, such as the two Marine Corps Logistic Bases, Marine Corps Bases Camp Lejeune and Camp Pendleton, and the Marine Corps Recruit Depots. These type of billets are responsible for providing contracting services for their respect base or activity.

c. Contingency Contracting

There are three billets in this category, all located within each of the Marine Corps' Force Service Support Groups. These three billets are responsible for providing contracting support to deployed forces.

D. SUMMARY

It is important to recap the major issues discussed in this chapter. The first being the environment in which newly designated 9656 Marine Corps officers will operate. An environment that is undergoing rapid change due to acquisition reform. Recent history has seen many attempts at reform with recurring themes of education and training, and maintaining a professional acquisition

workforce. DAWIA has served as the primary tool to attain and maintain a professionally trained and educated acquisition workforce. Even with DAWIA in place, education and training are still the top concern of the acquisition community as evident by this remark made by Dr. Paul Kaminski, USD(A&T):

I am pleased to report to you that the Acquisition Reform Day observed earlier this year on May 31st, was a huge success. On acquisition reform day I also asked for your ideas on how we could further increase the processes and you told me. However, I think it is important that you know the five major issues that surfaced for your feedback the ones that we will be stressing the hardest. Without question, education and training concerns were at the top of everyone list in the concerns mentioned. We are feverishly working to maintain the DAU's funding for 40,000 school quotas in FY-97. We are finalizing our long range plan for alternate training delivery means to bring class, information, and training directly to more of you through such techniques as satellite broadcast, distant learning, and CD-ROM approaches. Using the best methods for Industry and academia we are working to develop a solid and continuing educational program. On August 7th, we issued interim continuing education policy guidance which strive to provide each member of the acquisition workforce with 40 hours of annual education and training in order to remain current on acquisition policy and initiatives.[Ref. 19]

The second issue addressed in this chapter was that the DAWIA established training and education requirements for all acquisition career fields to include contracting. These requirements directly apply to Marine Officers trying to attain the secondary MOS 9656. The Marine Corps utilizes the Special Education Program, the Acquisition and Contract Management curriculum in particular, to meet the requirements leveled by DAWIA for newly designated 9656 officers.

Finally, the current structure of the Marine Corps Field Contracting Organization does not provide billets at major buying commands within the Marine Corps, the Department of the Navy, or the other Department of Defense organizations. Chapter III will discuss the criteria used to determine the need for establishing new billets outside the existing field contracting organization.

III. CRITERIA FOR BILLETS

A. DEVELOPMENT OF CRITERIA FOR ADDITIONAL BILLETS

The development of the criteria to determine if a need for a 9656 billet exists was the most difficult and subjective aspect of the entire research effort. Throughout the material research and personal interview process, an effort was made to gather a wide array of possible criteria. The personal interview process provided more insight into the development of the following criteria, strictly due to the vast amount of acquisition and contracting experience of the interviewees.

As with any study that includes elements of a subjective nature, this set of criteria could be challenged. Nevertheless, based on the sources of information and the applicability of the study, it will become apparent that the following set of criteria is credible. The following section will provide a review of the criteria that were examined in this study to be used in determining new 9656 billets, outside the current USMC Field Contracting Organization.

The criteria developed throughout the research process distinctly fell into two categories: Primary Criteria and Secondary Criteria. The former resulted from a consensus in criteria identified by interviewees while the latter are valid, yet not as important as Primary Criteria in determining if a 9656 billet is warranted. The Secondary Criteria alone might not justify a 9656 billet.

B. PRIMARY CRITERIA

1. Customer Base.

The customer base would apply to any organization that is providing contracting functions for material or services to customers in which there is significant USMC representation. This primary criterion will be used to determine if a 9656 billet should be established at major buying organizations outside the current USMC Field Contracting structure. Although this criterion is somewhat general,

it covers a very important issue when determining if a 9656 billet is warranted. The issue is that it is extremely important to know your customer to ensure that the overall procurement is carried out to the most beneficial extent possible. For this to take place key individuals involved in the procurement should have a common understanding of the user's needs and subsequent requirements. Contracting officers are normally key members of the program manager's staff, as evident by this quote from Colonel Feigley, Direct Reporting Program Manager for the Advanced Amphibious Assault Vehicle, "Without a doubt, my Procuring Contracting Officer is a key member of my team." [Ref. 20] The issue of knowing your customer and their needs is supported by the following quote:

It is always a benefit to have your own Service sitting next to you at the negotiation table, because that individual knows infinitely what your requirements are and how the end user will be affected. [Ref. 21]

2. In-Plant Contract Administration

This criterion is primarily directed at contract administration functions and would apply to defense contract administration organizations located in-plant that do a significant dollar amount of business that is directly attributable to the USMC. This criterion is vital to ensure that the USMC is receiving proper contracting support at specific Defense Contract Management Command's in-plant Contract Administration Offices. These organizations are located in major defense contractors' plants and provide contract administration functions on contracts directly attributable to Marine Corps end users. This primary criterion was mentioned by every interviewee at the Naval Inventory Control Point, Philadelphia, Pennsylvania. The specific dollar amount that would warrant the

establishment of a billet is again of a very subjective nature. However, based on the opinions of many interviewees, a \$50 million threshold per individual program would be a viable starting point.

3. Acquisition Category I Programs.

A detailed explanation of the justification in designating a program Acquisition Category I (ACAT I) is provided in Appendix (D). Very few organizations procure, and contract for, ACAT I programs specifically being acquired for the USMC. However, this primary criterion would apply to those organizations. Any program that is designated ACAT I should obviously receive the utmost support during the procurement process. This support should come in the form of utilizing individuals that can provide first rate contracting support, while contributing an intangible 'value added' based on a Marine perspective.

The Marine Corps could benefit greatly by having 9656 officers involved in ACAT I programs. It is the way we should go. Currently most contracting officers are civilians with limited military experience, heavy credentials, extremely intelligent, but they are not going to be able to go 'green'. Operational experience ties the whole combat service support thinking together. [Ref. 22]

4. Naval Contracting Officers.

This criterion applies to organizations where there are existing contracting billets for either a Navy civilian Contracting Officer or a 1306P-coded Naval Officer who are providing a significant amount of contracting services for the USMC. A complete listing of these 1306P-coded billets is provided in Appendix (E). The object of this study is not to replace every contracting officer that is procuring USMC material or services. A clear distinction must be made on which billets should be filled by a Marine Officer and which billets could continue to be filled by contracting officers from

other Services. In some cases, a Marine 9656 should be used in billets that are already being filled by other Service contracting officers.

Most interviewees suggested an initial review of existing billets being filled by contracting officers from other military Services. "As a starting point, I would look at billets that are currently being filled by military officers with analogous backgrounds as a potential Marine Contracting officer would have." [Ref. 23]

5. Operational Experience.

This primary criterion was recognized and mentioned by all interviewees. Based on their unanimous consensus this criterion may have the greatest potential for justifying a 9656 billet outside the current USMC Field Contracting Organization. This criterion would apply to any organization, or institution, that could provide the USMC with an additional benefit utilizing the operational experience of a Marine contracting officer. The following two quotes support this view:

A contracting officer that has fleet experience understands the needs of the war fighter and has an understanding of the mission requirements. This is vitally important. In addition, military contracting officers normally have a greater sense of urgency that they use to carry the torch of the command's objectives. [Ref. 24].

Operational experience is the most valuable asset a military contracting officer brings to their job. The civilians bring continuity and contracting experience, but lack a true understanding of fleet requirements. A Marine contracting officer would have the ability to ensure unique Marine requirements are properly represented.[Ref. 23]

This criterion not only covers major buying organizations outside the current USMC Field Contracting structure, but also unique commands that may warrant a 9656 billet. The issue of operational experience is fundamental to many of these criteria, therefore the potential for overlap between specific criterion may exist. However, given that DAWIA recognized the importance of maintaining a military perspective in the procurement process in order to provide operational insight,

this criterion will ensure a Marine operational perspective will be present when warranted. This criterion is also included to ensure that billets that could benefit from Marine operational experience within unique organizations are recognized. Organizations that might fall into this category are billets of the instructor nature or staff billets designed to produce or implement acquisition policy.

C. SECONDARY CRITERIA

1. Number of Contract Actions.

This criterion would apply to any organization that is currently contracting for material or services for the USMC. The type of funds becomes an issue specifically when dealing with aviation related material. The Marine Corps is by and large a separate, self-sufficient Service within the Department of the Navy. It has separate budgets and appropriations in the Navy Planning, Programming and Budgeting System, that are utilized to procure and support the Marine Corps' unique system acquisitions to meet its equipment needs. Marine Corps Aviation is the one major exception. All Marine Corps Aviation and "Aviation Related" equipment is funded by the Navy. Such Navy funded Marine Corps programs are generally referred to as "Blue Dollars." The unique Marine Corps programs are funded with what is referred to as "Green Dollars." [Ref. 25: p. II-2]

What would be the proper number of contract actions that would warrant a 9656 billet within an organization? A specific number of contract actions would be extremely difficult to establish. A consensus on the correct number of contract actions would be equally as difficult to forge at the organizations that contract for USMC material. In addition, a specific number of actions also does not address the level of importance of those given actions. An example would be an organization that may have a high volume of contract actions related to routine material buys that does not require a 9656 contracting officer's supervision or input.

Due to the ambiguity of a specific number of contract actions and the unknown level of importance of those actions, this criterion is a secondary criterion. It is an important indicator, yet may not justify the need for a 9656 billet on its own merit.

2. Dollars Contracted.

This criterion is similar to the specific number of contract actions criterion in many respects. The type of funds issue previously explained above also applies to this criterion, in that this criterion applies regardless of the type of funds being spent by an organization. This criterion would apply to any organization that is contracting for Marine Weapon Systems, or their spare components. What would be the proper dollar amount that would warrant a 9656 billet within an organization? A single contract action that may be under the dollar threshold identified for establishing a 9656 billet may be significantly important in itself, yet this criterion does not recognize that scenario. Additionally an organization that does a high volume of routine small dollar purchasing may be over the dollar threshold identified, but a 9656 billet is truly not warranted.

Here again an ambiguity arises concerning a specific dollar amount. Normally any metrics associated with funding levels are easy to define, however, this is not the case. Similar to a specific number of contract actions, this criterion is important but it might be difficult to justify the need for a 9656 billet on its own merit.

3. Corresponding Representation to Program Management Office.

This criterion applies to programs that have a Marine Corps presence in the Program Management Office, but not in the contracting section. This criterion is viable in that any program that warrants a Marine presence in the program office, should warrant a presence in the contracting section as well. A presence in the program office is to ensure that a Marine perspective is taken into

account on major program decisions. The same should be true in the contracting section. The following quote from the Procuring Contracting Officer for the F/A-18E/F makes this point:

In Program Offices that are populated by Marines, such as the V-22 Osprey and the AV-8B Harrier, why not have a contracting officer get the same benefits that Program Managers get by having a contracting expert who also happens to be a Marine.
[Ref. 22]

4. Top 5 "Green Dollar" Programs.

This criterion applies specifically to one organization. All ground related equipment is procured using "Green Dollars." The Marine Corps Systems Command is responsible for procuring all major "Green Dollar" systems. This criterion is somewhat limiting in that it truly applies to only the Marine Corps Systems Command. However, given that the Marine Corps has only one systems command and that all non-aviation associated interviewees suggested this criterion it has been included in this viable group of secondary criteria.

5. A Program Office Desires Marine Corps Contracting Representation.

This is a relatively self-explanatory criterion. Here again, a measure of overlap may exist between criteria. However, it is important to include this specific criterion to give a program manager some flexibility when establishing his program staff. In many cases, contracting personnel are assigned/matrixed from a parent command or outside organization. This criterion will allow a program manager some discretion if it is deemed a Marine contracting officer could benefit the overall program. This criterion also covers the concept of Joint Program Offices (JPOs). In this case, a program manager may feel it necessary to have contracting specialists from multiple Services to ensure that proper individual Service perspectives are represented. This criterion would help establish a 9656 billet under that case.

D. SUMMARY

This chapter has solely addressed the issue of criteria to be used in determining if 9656 billets are warranted outside the current USMC Field Contracting Structure. The criteria have been segregated into Primary and Secondary categories based on the opinions of the interviewees and the ability to justify a 9656 billet.

By way of review and for quick reference the criteria have been broken down as follows:

1. Primary Criteria

1. Customer base.
2. Contractors doing a certain dollar amount of business on USMC Programs/Items.
3. All USMC ACAT I Programs.
4. Where either a Navy civilian Contracting Officer or a (1306P) coded Naval Officer is contracting for the USMC.
5. Where a Marine contracting officer's operational experience could benefit the USMC.

2. Secondary Criteria

1. A specific number on contract actions.
2. A specific dollar amount contracted for Marine Programs/Items.
3. Corresponding relationship to USMC representation in a Program Management Office.
4. Top 5 "Green Dollar" Programs.
5. A Program Office desires to have USMC contracting representation.

In the following chapter, these criteria will be applied to organizations outside the current USMC Field Contracting Organization to see which of these organizations may warrant a 9656 billet.

IV. ANALYSIS OF POTENTIAL ORGANIZATIONS

A. DEFINING THE SCOPE

Prior to introducing any potential organizations outside the current USMC Field Contracting Structure, it is necessary to limit the scope of potential organizations. An organization will only be considered if its primary mission is acquisition-related or whose mission is in direct support of organizations whose primary mission is acquisition-related. This analysis will examine organizations within the Marine Corps, the Department of the Navy, the Defense Logistics Agency, and education and training activities within the Department of Defense. This chapter will not examine organizations within the Departments of the Army and Air Force. These will be addressed as topics for further study.

B. HOW THE CRITERIA WILL BE APPLIED

In Chapter III, the criteria were segregated into Primary and Secondary categories. In applying these criteria, an organization will only be considered as warranting a 9656 billet if at least one primary criterion or a combination of primary and secondary criteria apply. Primary criteria that apply to an organization will be discussed, while secondary criteria will be presented without discussion. An organization will generally not be considered for a 9656 billet if only secondary criteria apply. The following section will present the organizations considered for the incorporation of 9656 billets.

C. ORGANIZATIONS

The organizations considered for 9656 billets are grouped into the following segments to facilitate analysis:

1. United States Marine Corps

- a. Marine Corps Systems Command
- b. Marine Corps Air Stations

2. Department of the Navy

- a. Naval Supply Systems Command
- b. Fleet and Industrial Supply Centers
- c. Naval Inventory Control Point
- d. Naval Air Systems Command
- e. Naval Sea Systems Command

3. Defense Logistics Agency

- a. Supply Depots
- b. Defense Contract Management Command

4. Military Educational Institutions

D. APPLYING THE CRITERIA

1. United States Marine Corps

The criteria will be applied to two organizations outside the current Marine Corps Field Contracting Structure: the Marine Corps Systems Command and Marine Corps Air Stations. The Marine Corps Systems Command will be evaluated first as to the potential incorporation of 9656 billets.

a. Marine Corps Systems Command

The Marine Corps Systems Command (MARCORSYSCOM) is the single organization within the Marine Corps responsible for research, development, and acquisition of all

of ground systems and equipment used by the Marine Corps. The Commander of the MARCORSYSCOM is responsible to the Assistant Secretary of the Navy (Research, Development and Acquisition) for all acquisition matters. The Command is organized around the Program Management Office concept. To support this concept, directorates have been established to manage the contracting, systems engineering, and logistics disciplines. The Contracts Directorate is specifically where a potential 9656 billet could be established. The Contracts Directorate has the following mission:

- Assist the Commander in planning, coordinating, and supervising contracting matters;
- Provide advice and assistance to Program Managers; and
- Act as contractual liaison with other agencies.[Ref. 26]

The directorate meets this mission by performing the following functions:

- Preparing solicitations and contracts,
- Administering contracts,
- Providing advice on contractual matters,
- Defending against protests, and
- Settling claims.[Ref. 26]

In FY95, the MARCORSYSCOM Contract Directorate awarded over \$250 million in roughly 1000 contract actions. The funds utilized in these awards were almost entirely Marine Corps appropriated funds. In addition, over ninety percent of the contract actions performed could be directly attributable to Marine end-users.[Ref. 26] The following criteria apply to this organization:

(1) Primary Criteria. The customer base that the MARCORSYSCOM serves is predominantly Marine Corps. This customer base can be broken down into three distinct categories: the Marine Corps' Program Managers within MARCORSYSCOM, specific Marine Corps units, and Marine Corps end-users. The Contracting Directorate provides contracting support to all non-aviation Program Managers. These Program Managers are responsible for programs that include: the Amphibious Assault Vehicle; the Light Armored Vehicle; and Command, Control, Communications, Computer and Intelligence. This portion of their customer base is responsible for procuring all "Green Dollar" weapon systems and their support equipment.

Specific Marine Corps units and commands are the second category of customers that make up the MARCORSYSCOM's customer base. These types of commands include: the Marine Corps Combat Development Command and the Marine Corps Test Service Support Activity. These types of customers rely on the Contracting Directorate to contract for both supplies and services required to sustain command operations.

Marine Corps end-users are the third category contributing to the MARCORSYSCOM's customer base. Indirectly, individual Marines are being supported by the services provided by the Contracting Directorate. Combat, and combat service support, Marines are the MARCORSYSCOM's ultimate customer. The systems and equipment procured and contracted for by the MARCORSYSCOM's Contracting Directorate are provided to support Marines in training, and ultimately for combat operations.

These three categories of customers combine to form the overall customer base that is supported by the MARCORSYSCOM Contracting Directorate. It clearly meets the customer base criterion and therefore should be considered for augmentation of 9656 billets. There are three

levels at which these billets could be incorporated. The first level is as a contract specialist or journeyman level. This level would be suited for a Captain having just been designated with the 9656 MOS. The second level would be for senior Majors who could serve as section heads within one of the five branches. The third level would be for Lieutenant Colonels who could serve as branch heads within the Contracting Directorate.

The second primary criterion that applies to the MARCORSYSCOM is the benefit the Marine Corps could receive from utilizing a Marine Contracting Officer with operational experience. For example, a newly designated 9656 officer whose primary MOS is amtrack-related could be utilized as a contract specialist for the Amphibious Assault Vehicle (AAV). The operational experience brought to the contracting organization by this Marine Contracting Officer will only enhance the understanding of the AAV requirements. To have user-related knowledge and be intimately familiar with the equipment would greatly facilitate the relationship with both the customers and the contractor.

(2) Secondary Criteria. The following is a list of secondary criteria that apply to MARCORSYSCOM:

- Number of contract actions,
- Corresponding relationship to representation in the Program Management Offices,
- Specific dollar amount contracted for Marine Programs/Items,
- Top 5 "Green Dollar" Programs.

Given the criteria that apply to the MARCORSYSCOM, it is a prime candidate for 9656 billets within the Contracts Directorate.

b. Marine Corps Air Stations

There are currently eight Marine Corps Air Stations (MCASs) in existence: six are located in the continental United States and two located in Japan. The tenant commands aboard these air stations vary from station-to-station, however, there are certain types of commands found aboard every station. These commands include: Marine Air Groups, Air Traffic Control Groups, Headquarters and Headquarters Squadrons, and Station Supply Commands. Most of the tenant commands aboard an air station are Marine units. However, Station Supply organizations are not.

In general, most Station Supply organizations located aboard MCASs are Navy Supply organizations which fall under the operational control of the Naval Supply Systems Command (NAVSUP) and are staffed with Navy personnel. The contracting functions that support the tenant commands aboard the air stations are performed through these NAVSUP commands. This arrangement is currently being reviewed by the Installation and Logistics Command within the Marine Corps.

The review, which resulted from a CPG initiative, is currently ongoing. The goal of this review is to "Examine the feasibility of realigning all Marine Corps Air Station contracting activities under the Marine Corps Field Contracting System." [Ref. 27: p. 80] Contracting personnel from the Installation and Logistics Command have already taken one trip to the West Coast air stations to gather information concerning this initiative. The following recommendation was made:

The pursuit of examining the air station contracting operations for possible alignment within the Marine Corps Field Contracting System remains a prudent initiative. The command visits were insightful and productive in gathering the necessary background data for this initiative. [Ref. 28: p. 2]

The fact that a command such as Installation and Logistics is pursuing such an initiative gives heightened visibility to the effort of this study. MCASs meet the following criteria:

(1) Primary Criteria. MCAS's Marine Corps tenant commands are the vast majority of the customer base supported by the existing NAVSUP contracting organizations. Marine Corps units are dependent on these contracting services for specific Marine Corps related requirements. These requirements are often aviation related, which brings the second primary criterion of operational experience into play. The Director of Contracts could be a very appropriate billet for a 9656 designated Major or Lieutenant Colonel whose primary MOS is aviation logistics related. This would enable that Marine Contracting Officer, who has already served at the squadron level, to better understand the requirements being placed on that contracting organization and instill a sense of urgency that their customers expect.

(2) Secondary Criteria. The following are easily identifiable secondary criteria that apply to the MCASs:

- Number of contract actions attributable to Marine Corps end-users
- Specific dollar amount contracted for Marine requirements

Based on the criteria that apply, MCASs should consider incorporating 9656 billets within their contracting organizations, regardless of that organization's relationship to NAVSUP.

2. Department of the Navy

The organizations within the Department of the Navy to be examined for potential incorporation of 9656 billets include the Naval Supply Systems Command, Naval Air Systems Command and Naval Sea Systems Command.

a. Naval Supply Systems Command

The Naval Supply Systems Command (NAVSUP) has the primary responsibility of providing supply support to U.S. Navy Forces worldwide. Its primary mission is as follows:

To provide U.S. Naval Forces with quality supplies and services...at the right place, the right time, and the right price. A principal source of readiness for U.S. Naval Forces, NAVSUP's professional and diverse team delivers information, material, services and the quality of life products our Naval Forces need.[Ref. 29]

NAVSUP fulfills this mission by operating 10 subsystems designed to perform a continuing logistics service. The subsystems that will be examined for potential 9656 billet consideration are the Navy Supply System and the Navy Field Contracting System.

The Navy Supply System is the Command's most important responsibility. This system is a worldwide, integrated supply network that gets the Fleet what it needs, where and when it needs it. Supporting the Navy Supply System is the Navy Field Contracting System which includes 591 different activities.[Ref. 29] With contracting authority and technical policy guidance from the Command, these activities annually contract for more than \$10 billion in equipment, supplies and services, making more than 1,600,000 individual purchases.[Ref. 29]

The major activities of the Navy Field Contracting System are the Naval Inventory Control Point, headquartered in Philadelphia, PA and consisting of two sites (Mechanicsburg, PA and Philadelphia, PA), and eight Fleet and Industrial Supply Centers (FISCs). The Naval Inventory Control Point (NAVICP) and FISCs will be examined separately to evaluate the need to include 9656 billets in those organizations.

b. Fleet and Industrial Supply Centers

The Fleet and Industrial Supply Centers (FISCs) are somewhat difficult to address. For each FISC, there are numerous customers from all Services and locations. It is clear however, that Marine Corps organizations receive material and contracting services from certain FISCs. FISC San Diego is one example. Their mission is:

To provide quality supplies and services to naval forces throughout the Southwestern Region. Our goal is to provide "One Touch Supply". That means that we are the military customer's main point of contact for most of their logistics needs.[Ref. 30]

Although this mission statement uses the term "naval forces", FISC San Diego does provide contracting services directly attributable to the Marine Corps. The West Coast Marine Corps Air Stations receive contracting support from FISC San Diego when their requirements are outside the Air Stations' established dollar threshold.[Ref. 28: p. 1] More difficult to measure is the indirect support Marine units receive from FISCs, yet it is clear that in given regions, FISCs play a vital role in supporting Marine units.

(1) Primary Criteria. The customer base criterion applies in that specific FISCs located in regional areas populated by Marine Corps Bases and Air Stations support Marine Corps units directly. The Marine Corps units that are represented in the FISC's customer base can be divided into two categories. The first category includes Marine Corps Commands that require specific contracting services, such as the West Coast Marine Corps Air Stations. The second includes individual Marine units that receive a portion of their material requirements from the FISCs.

At least one Naval Contracting Officer 1306P-coded billet (equivalent to Marine Corps 9656 MOS) exists at every FISC. The grades of these billets range from O-3 through O-5. Comparable positions could provide another opportunity for Marine Corps 9656 designated

officers, of the same grade, to fill contracting billets outside the current Marine Corps Field Contracting Structure.

(2) Secondary Criteria. The following secondary criteria apply to the FISC organizations:

- Specific number of contract actions,
- Specific dollar amount contracted for Marine requirements.

The criteria support establishing 9656 billets within these organizations. Nevertheless, the issue of regionally placing these billets needs to be addressed. FISC Puget Sound may not meet these same criteria, yet FISC Norfolk may.

c. Naval Inventory Control Point

The Naval Inventory Control Point (NAVICP) is similar to the FISCs in that it is part of the Navy Field Contracting System that falls under the operational control of NAVSUP. Like the FISCs, it serves a wide array of military customers, with the Department of the Navy being their primary clients. NAVICP Philadelphia is the combination of the two former commands: the Aviation Supply Office and the Ship Parts Control Center.

NAVICP was selected due to the nature of components the Philadelphia site procures. This organization is responsible for the procurement of all Naval Aviation related "spare parts." As discussed earlier, Marine Aviation is funded with Navy "Blue Dollars" and is currently receiving contracting support from this organization. Here is a portion of the Procurement Directorate's mission:

The mission of the NAVICP Contracting Directorate is to procure systems, components, spare parts and overhaul/repair services in providing support of the worldwide aviation and shipboard operations of the U.S. Navy, U.S. Marine

Corps, other military departments and customers in foreign military establishments. Acquisitions are originated within 19 Contracting Divisions which are aligned to support specific major weapons systems or categories of equipment.[Ref. 31]

Two NAVICP contracting divisions are responsible for all Naval/Marine Fixed-Wing and Rotary-Wing Aviation component contracting. Each division is currently headed by a Navy Lieutenant Commander holding a 1306P code. These two divisions support all Navy Weapon Systems Mangers and four Marine Weapon Systems Mangers as well.

Not only do these two divisions support Marine Weapon Systems Mangers, but part of that support includes contracting for Marine unique aviation platforms. The AV-8B Harrier is a prime example. Every procurement made in support of the Harrier can be directly attributed to Marine Corps end-users. The Contracting Officer for the Harrier alone awarded roughly \$36 million dollars worth of contracts in FY96.[Ref. 32]

(1) Primary Criteria. The Marine Corps' representation within the NAVICP's customer base is two fold. The first element is the Marine Corps' Aviation Weapon Systems Manager. The divisions of the Contracting Directorate previously discussed are directly responsible for the contracting services required by these Weapon Systems Managers. The second element of the Marine Corps representation of the NAVICP's customer base is the Marine Corps end-users. Many of the spare parts contracted for by the Contracting Directorate are unique to Marine Corps platforms. Requirements placed by Marine Corps Aviation Logistics Squadron 13, which supports the AV-8B, are an example.

Navy Contracting Officers with 1306P codes are currently serving as Department Heads within the Directorate and the Director himself is a 1306P-coded officer. The grades of the Department Head billets are O-4 and O-5, while the director billet is reserved for an O-

6. The Department Head billets would be ideally suited for Marine Corps 9656 designated officers of the same grade. However, the Director billet may not be suited for a Marine Officer, due to the responsibilities for the operational control of contracting conducted by the former Ship Parts Control Center.

The final primary criterion that applies to the NAVICP is the benefit that a Marine Contracting Officer's operational experience could bring to the organization. A Marine Corps 9656 designated officer whose primary MOS was either Aviation Supply or Maintenance Officer would be ideally suited for this organization. This officer would have a fundamental understanding of the requirements being placed on the contracting department, as well as a common background with the Marine Corps Weapon Systems Managers. This operational experience would not only facilitate internal relationships, but would also increase credibility with customers and contractors alike.

(2) Secondary Criteria. The following secondary criteria are evident:

- Specific number of contract actions,
- Specific dollar amount contracted for Marine Items.

d. Naval Air Systems Command

The Naval Air Systems Command (NAVAIR) provides the Naval Fleet and other operational forces with aviation weapon systems. These systems are acquired and managed by over 43,000 military and civilian personnel. The annual budget exceeds \$17 billion.[Ref. 33] Similar to other systems commands, NAVAIR has a sizeable contracting directorate. The mission of this directorate is as follows:

The Contracting Directorate, as part of the Naval Systems Team, in partnership with Industry, serves the Nation and the Navy by developing, acquiring, and supporting Naval aeronautical and related technology systems with which the Operating Forces, in support of the Unified Commanders and our Allies, can train, fight and win.[Ref. 34]

The Contracting Directorate within NAVAIR provides service and support for Naval Aviation weapon system requirements. Included in these requirements are those specifically related to Marine Corps aviation platforms. These platforms include the F/A-18 Hornet, the V-22 Osprey, and AV-8B Harrier, to mention a few. The latter weapon system is unique to the Marine Corps. No Marine Corps officers are currently assigned to the Contracting Group. These weapon systems are contracted for by Navy civilian employees and Navy Contracting Officers (1306P).

Using the Harrier as an example, Naval officers are assigned to the AV-8B Marine Corps Program, which is headed by a Marine Corps Program Manager. One Naval officer intern previously assigned to the Harrier Program stated that:

The opportunity to work with the Joint Program Office has been a super experience. Coming from the Fleet, where \$100,000 is a sizeable OPTAR budget, to work in the AV-8B Program where an \$850 million contract is being negotiated can be overwhelming....but now I'm helping to negotiate multi-million dollar deals.
[Ref. 33]

The V-22, and the Joint Strike Fighter, are similar to the Harrier in that the Program Managers for these two weapon systems are Marine Corps Officers. Yet, there is no Marine Corps representation within the Contracting Directorate. Marine Corps representation is only in the Program Management office but could be expanded to include contracting. The criteria that apply to NAVAIR are:

(1) Primary Criteria. NAVAIR has four elements of Marine Corps representation within its customer base. The first element is the Marine Corps' General Officer in

charge of Marine Corps Aviation. NAVAIR is responsible for fielding the aviation platforms that are going to fall under the ultimate control of the Director of Marine Corps Aviation. More directly, the second element represented in the customer base of NAVAIR is that of the Marine Corps Aviation Program Managers. These Program Managers are responsible for platforms such as the V-22 Osprey and AV-8B Harrier. The remainder of the Marine Corps customer base that is supported by NAVAIR are the aviation squadrons and the Marines that fly and support these aviation platforms.

The ACAT I Program criterion applies to NAVAIR as well. There are three ACAT I (D) programs currently in progress that have direct impact on the Marine Corps. They are: the F/A-18 E/F Hornet, USMC H-1 Upgrades, and the V-22 Osprey. In addition, the AV-8B remanufacturing is an ACAT I (C) program in progress. These programs are the future of Marine Corps Aviation, yet no 9656 billets exist within NAVAIR's Contracting Group.

There are both civilian Navy Contracting Officers and 1306P-coded Naval Officers contracting for these Marine Corps specific programs. It is unlikely that any of these individuals have flown or provided logistics support for these aircraft. However, 9656 designated officers could bring much needed operational experience to NAVAIR's contracting group. The operational experience that a Marine pilot or Marine aviation logistics officer would bring to such a billet should only increase the overall effectiveness of the contracting group.

Similar to the MARCORSYSCOM, there could be three levels for potential 9656 billets. The first level could be as a contract specialist for a newly designated 9656 officer. The second level could be being as a deputy Procuring Contracting Officer, which would require a Majors with contracting experience. The third level of potential billets would be a Procuring Contracting Officer for Marine Corps platforms at the Lieutenant Colonel (O-5) grade.

(2) Secondary Criteria. The following secondary criteria are easily identifiable with NAVAIR:

- Specific number of contract actions,
- Specific dollar amount contracted for Marine Programs,
- Corresponding relationship to USMC representation to Program Office.

Given the criteria that apply to NAVAIR, 9656 billets appears to be appropriate. With 9656 designated officers in the Contracting Directorate, Marine Corps representation would be commensurate with that of the Program Offices.

e. Naval Sea Systems Command

- The Naval Sea Systems Command (NAVSEA) is the Navy's central activity for designing, engineering, integrating, building and procuring U.S. Naval ships and shipboard weapons and combat systems. NAVSEA's responsibilities also include the maintenance, repair, modernization and conversion of in-service ships and their weapons and combat systems. NAVSEA is the largest of the five Naval Systems Commands. Its budget of approximately \$15 billion accounted for almost 19 percent of the Navy's FY95 budget of about \$80 billion.[Ref. 35] The question that should immediately be asked is why should the NAVSEA Contracting Directorate be incorporated with a Marine contracting officer? One significant reason: Littoral Warfare.

NAVSEA's mission reads as follows: "Our mission is to transform military requirements into capable ships, systems, and ordnance which enable our Sailors and Marines to fight and win." [Ref. 35] One of the principal platforms to be used in support of Littoral Warfare is the new Amphibious Transport Dock Ship (LPD-17). The following is a system description of the LDP-17:

The LDP-17 will be a modern, diesel-powered amphibious assault ship capable of transiting the Panama Canal. It will transport and deploy the combat and support elements of Marine Expeditionary Brigades as a key component of amphibious task forces. LDP-17 will be capable of transporting and debarking forces by surface assault craft, including assault amphibious vehicles (AAVs & AAAs) and landing craft air cushion (LCAC) vehicles, as well as helicopters and tilt-rotor aircraft like the V-22 Osprey. Side ports will enable the embarkation and debarkation of troops and rolling equipment, and a wet well deck will permit operation of LCACs and AAV/AAAV craft. Storage and off-load capabilities will be incorporated for all classes of supplies, including fuel, ammunition, and food for amphibious forces ashore. Ship spaces will be configured for amphibious craft logistic support and limited aviation maintenance, as well as refuel/rearm serving that will be possible on the flight deck.[Ref. 35]

Basically the LPD-17 is being fielded by NAVSEA to support the latest generation of vehicles that the Marine Corps will use in future amphibious operations. This class of ship alone indicates that the NAVSEA Contracting Directorate is performing contract actions that have a significant impact on the Marine Corps.

(1) Primary Criteria. The customer base criterion applies in that platforms such as the LPD-17 are designed and fielded to support amphibious operations. One of the primary missions of the Marine Corps is to conduct amphibious operations, hence Marines are significantly represented in the customer base supported by NAVSEA's Contracting Directorate. The ACAT I criterion applies as well, in that the LPD-17 is an ACAT I (D) program and the LHD-1 is an ACAT I (C) program that will have direct impact on Marine Corps units that conduct amphibious operations.

Today, there are billets designated for 1306P-coded Naval Contracting Officers within NAVSEA's Contracting Directorate. The billets range in grade from O-4 through O-6. A contracting billet assigned to an amphibious surface ship program would be an ideal billet for a senior Major with one tour of contracting experience. This Marine Contracting Officer could bring FMF experience from two Marine Expeditionary Unit deployments aboard amphibious ships as well

as contracting experience received as a mid-grade Captain. The operational experience of having utilized the systems and actually conducted amphibious operations could only serve to enhance the understanding of these types of platform's contracting requirements. Perhaps this officer would bring firsthand knowledge of the need for unique storage and maintenance requirements for the AAV that may have been omitted in the contract specifications. These are the types of benefits a Marine Contracting Officer would bring to a billet within NAVSEA.

At first glance NAVSEA would seem to be the last place a Marine Contracting Officer should be. However, upon further examination of the military emphasis on Littoral Warfare the criteria have correctly identified this command as warranting 9656 billets.

(2) Secondary Criteria. There are no identifiable secondary criteria that apply to NAVSEA.

3. Defense Logistics Agency

Within the Defense Logistics Agency (DLA), two distinct types of organizations were examined in determining to what extent 9656 billets might be appropriate. The two types of organizations reviewed were the supply centers and the Defense Contract Management Command's (DCMC) defense contractor in-plant organizations.

a. Supply Centers

There are six unique supply centers that fall under the operational control of the DLA Supply Management organization. These supply centers provide supply support, contract administration services, and technical and logistics services to all of its customers. The supply organization is responsible for the following:

- 3.8 million items,

- \$11.6 billion in customer sales each year,
- \$9.4 billion in agency purchases each year,
- 86 percent of all DoD consumable items, more than 55 percent of all Federally stocked items.[Ref. 36: p. I-5]

The six supply centers that make up the DLA Supply Management System are as follows:

- Defense Supply Center, Columbus, OH;
- Defense Electronics Supply Center, Dayton, OH;
- Defense Fuel Supply Center, Fort Belvoir, VA;
- Defense Supply Center, Richmond, VA;
- Defense Industrial Supply Center, Philadelphia, PA; and
- Defense Personnel Support Center, Philadelphia, PA.

Each supply center will be reviewed to determine the extent to which the customer base is represented by the Marine Corps.

The Defense Supply Center Columbus (DSCC), formerly the Defense Construction Supply Center, is primarily responsible for construction material. The range of material includes common commercial items such as lumber and planning accessories for large equipment such as bulldozers and cranes.[Ref. 36: p. I-5] The material contracted for and purchased at this supply center does not appear to have any unique Marine Corps specifications, nor does this supply center appear to meet any of the primary or secondary criteria. Therefore, a 9656 billet should not be considered for this supply center.

The Defense Electronic Supply Center (DESC) responsibilities include procuring and managing a wide range of items needed for maintenance and repair of electronic equipment. The range of items include such things as; microcircuits, resistors, solenoids, transformers, semiconductors, telephones, and audio/visual components. Similar to the DSCC, the material contracted for and purchased at this supply center does not appear to have any unique Marine Corps specifications, nor does this supply center meet any of the criteria. Again, a 9656 billet should not be considered for this specific supply center.

The Defense Fuels Supply Center (DFSC) is responsible for contracting support and management of natural gas and all petroleum based fuels and additives including jet fuels, gasolines, diesel fuels and heating fuels. The customer base criterion comes into play here, as DFSC is the sole source provider of these commodities, with the exception of temporary utilization of foreign sources. Unlike DSCC and DESC, the commodities provided by this center can not be purchased "out in town" by Marine Corps end-users. The Marine Corps is, and will continue to be, a significant customer that depends on DFSC.

(1) Primary Criteria. The customer base criterion applies in that the Marine Corps, as a Service, is a significant customer of this supply center. Examples are the unit that maintains the "Fuel Farm" at the Marine Corps Air/Ground Combat Training Center, Twentynine Palms, CA, and the Motor Transport Companies responsible for supporting and maintaining the tactical vehicles utilized by the Marine Corps.

Today, there are Naval Contracting Officer 1306P-coded billets designated within DFSC at the grade of Lieutenant Commander. A similar billet for a Marine Corps Major designated with the 9656 MOS should be considered.

(2) Secondary Criteria. There are no secondary criteria that apply to this supply center.

The Defense Supply Center Richmond (DSCR) procures the following types of items; airframe/aerospace products, petroleum, oils, lubricants, chemicals, batteries, and metalworking machines. This supply center is similar to DFSC in that the commodities offered by this supply center are distinctly centered around military requirements. The only source for Marine Corps maintenance personnel to fill a requirement for an AV-8B battery is DSCR.

(3) Primary Criteria. As with the customer base criterion for DFSC, the Marine Corps as a whole is represented in this supply center's overall customer base. The operational units within the Marine Corps receive material from DSRC that is available nowhere else in the DoD logistics support system. The Marine Aviation Logistics Squadron's maintenance personnel that originated the requirement for the AV-8B battery is only one example of the Marine Corps' representation within the customer base being supported by DSRC. A 1306P-coded billet now exists at DSRC. A billet that could be held by a 9656 designated Marine Corps Major.

(4) Secondary Criteria. There are no secondary criteria that apply to this supply center.

The Defense Industrial Supply Center (DISC) is similar to DSCC and DESC, in that the products offered at this supply center are generally not unique military items. The products offered through this center are items such as; nuts, bolts, washers, packings, nails, spacers, pins, and rivets. These types of items are, of course, utilized by the Marine Corps, but the contracting and procuring of these items are by no means Marine Corps specific. Similar to DSCC and DESC, the material purchased by this supply center does not have any unique Marine Corps specifications, nor

does this supply center meet any of the criteria. A 9656 billet should not be considered for this supply center.

The final DLA supply center to be examined is the Defense Personnel Support Center (DPSC). DPSC is responsible for the following commodities; semi-perishable and perishable foods, meals-ready-to-eat (MREs), ration tray packs, and unitized "B" rations. This supply center provides unique items that the Marine Corps purchases nowhere else. DPSC is the sole provider of MREs for the Marine Corps and the main provider of semi-perishable foods to all Marine Corps food service activities.

(5) Primary Criteria. The Marine Corps representation within this supply center's customer base is two fold. The first element of the Marine Corps customer base is the dining facilities operated by Marine Corps food service activities. The second element involves MREs provided to combat deployed Marine Corps Units. The affect on morale due to food sustenance is significant. A 9656 contracting officer should play a key role in acquiring personnel support supplies received by Marines. There are two Naval Contracting Officer 1306P-coded billets at DPSC, one an O-4 and the other an O-6. Both of these billets should be open to qualified 9656 designated Marine Corps officers of the same grade.

(6) Secondary Criteria. There are no secondary criteria that apply to this supply center.

b. Defense Contract Management Command

The Defense Contract Management Command (DCMC) provides contract management services in support of the Air Force, Army, Navy, Marine Corps, the DLA buying activities, the National Aeronautics and Space Administration, and other Federal Government

agencies. DCMC personnel serve as “information brokers” for contracting officers and program managers by protecting the Government’s interests throughout the life of the contract. To accomplish its mission, DCMC performs a variety of functions, including:

- Contract management for the procurement of diverse products;
- Price/cost analysis, overhead and contractor systems reviews, financial services, property and plant clearance, and termination settlements;
- Quality assurance by verifying that the product conforms to contract specifications; and
- An array of pre-award services as part of DCMC’s Early Contract Administration Services program.

Once a contract is awarded, DCMC’s Contract Administration Offices (CAOs), located throughout the United States and the world, provide valuable services to contracting officers and program managers. These services include:

- Support to fact-finding and negotiations,
- Safety and environmental assurances,
- Evaluations of contractor processes and controls,
- Evaluations of contractor corrective action, and
- Independent evaluation of contractor progress to include progress payment evaluations.

DCMC’s CAOs manage contracts within a geographic area and within contractors’ plants. Of these types of organizations, only the in-plant CAOs will be examined to determine the need for 9656 billets.

The two DCMC in-plant CAO organizations that will be examined are located in McDonnell Douglas Corporation (McAir) and Bell Helicopter Textron (Bell). These two contractors are currently producing Marine Corps aviation weapon platforms. McAir is currently under contract

for the AV-8B Harrier refit and the F/A-18 E/F Hornet. Bell is currently fielding the V-22 Osprey in conjunction with Boeing Aircraft Company.

Marine Corps billets exist within these two in-plant CAOs, but they are not 9656 designated billets. However, several of the duties for these billets are similar to the educational skill requirements acquired by 9656 officers. The following is taken from the summary of duties for the current Marine designated billet within the Bell plant:

As the CAO focal point for coordination of contract programmatic technical support to the SPO/Buying Agency, analyze the contractor's performance and provide comments and recommendations to the buying agency regarding program cost, schedule, support ability, manufacturing and technical status.

Responsible for effective liaison within the CAO, with other contract management offices, with program management offices, and Defense Contract Management District (DCMD) West relating to: program integrators and contract administration issues.

Maintain liaison with end-users regarding performance of delivered products.

Coordinates the efforts of a team of contracting, engineers, and Quality Assurance Specialists in the overall management of contract administrative services.

Assure program and technical support oversight in accordance with the FAR and other procurement regulations. [Ref. 37]

The following is a portion of the summary of duties for the McAir in-plant CAO billet:

The AV-8B Program Manager's Representative (PMR) will act as the primary focal point within the CAO for AV-8B matters. Will be responsive to taskings for the Director, AV-8B Program Office (PMA) and the CAO in-plant Commander. Acts as the on-site extension of NAVAIR with responsibility and limited authority to present and act on behalf of the PMA. Maintains surveillance of contractor actions and organization. Performs financial, contractual and technical reviews and analyses. Ensures delivery of quality products to the field.[Ref. 37]

These two in-plant CAOs are directly supporting their respective Program Managers, as well as the NAVICP, which are all populated with a Marine Corps presence. The contract administration performed by these CAOs directly impact the Marine Corps as an end-users. The following criteria apply to DCMC in-plant CAOs:

(1) Primary Criteria. In the two in-plant examples discussed, all five primary criteria apply. The Marine Corps representation within the customer base of these CAOs is three-fold. The first element is the Program Managers for the specific platforms being produced by the respective contractors. Program Managers count on information that is vital to the overall program to be provided by the in-plant CAOs. Program Managers are also dependent on the in-plant CAOs to perform specific contract administration functions related to their platform's contracts.

The second element of the Marine Corps representation within the customer base is that of the Marine Corps' Weapon Systems Managers. These Marines are responsible for the procurement and repair of the "spare parts" not identified as being initial outfitting requirements. An example is, the AV-8B Harrier Weapon Systems Manager requiring the support of the in-plant CAO of McAir to help administer a Basic Ordering Agreement for a specific Weapon Repairable Assembly.

The third element within the customer base is the Marine Corps end-users. The services provided by the in-plant CAOs to Program Managers and to Weapon Systems Managers directly affect the Marine Corps' end-users. The end-users are in part dependent upon the in-plant CAOs for quality weapon systems and their components to be furnished to the operating forces in a timely manner.

The two organizations also meet the ACAT I criterion and the criterion of contractors doing a certain dollar amount of business on Marine Corps specific programs. Both the

V-22 Osprey and the AV-8B Harrier are ACAT I Programs that easily push their respective contractors over the \$50 million threshold established by the criterion.

Currently, billets are designated at both these in-plant CAOs for Naval Contracting Officers with 1306P-codes. The grades of these billets range from O-4 to O-6. These billets would be very appropriate for Marine Corps 9656 designated officers of the same grade. The Marine Corps could only benefit from utilizing a qualified Marine Corps contracting officer who brings not only acquisition skills, but operational skills as well. A Marine contracting officer with an aviation related primary MOS could also easily facilitate the relationships with the members of the CAO's Marine Corps customer base as well as better understand their requirements.

(2) Secondary Criteria. The three secondary criteria that apply are:

- Specific number of contract actions,
- Specific dollar amount contracted for Marine Programs,
- Corresponding relationship to USMC representation to Program Office.

4. Military Educational Institutions

As a result of DAWIA, the Defense Acquisition University (DAU) was created. DAU operates as a consortium of 13 Army, Navy, Air Force, National Defense University, and Defense Logistics Agency schools and activities, co-coordinating and tailoring needs of more than 120,000 career personnel serving in DoD acquisition positions.[Ref. 38] Due to the consortium structure of DAU and the standard curriculum presented by all its members, an examination of each institution regarding the incorporation of a 9656 billets to perform as contracting course instructors will not be conducted. Of DAU's consortium of schools that present the contracting curriculum, the following institutions appear to have a regular input of Marine Corps students:

- Air Force Institute of Technology,
- Army Logistics Management College,
- Defense Systems Management College,
- Industrial College of the Armed Forces,
- Naval Center for Acquisition Training, and
- Naval Postgraduate School.

The importance of having military instructors with the same background as the students should be noted. Instructors that can impart academic knowledge backed by operational experience are of great value to students. This ability allows a mentor relationship to foster between student and instructor that can only serve to enhance the learning environment.

(1) Primary Criteria. The customer base criterion applies in that the Marine Corps is represented by the individual Marine Corps students and the Marine Corps units that provide those individuals the opportunity to attend these educational institutions. The customer needs of the individual Marine students are most important, however, their sponsoring commands need to receive a well-educated and trained Marine is important as well.

There are a few Naval Contracting Officer 1306P-coded instructor billets dispersed through the schools identified for inclusion of 9656 billets ranging from O-3 through O-5. Marine Corps 9656 designated officers of the same respective grade could fill similar billets. However, the Naval Postgraduate School and the Air Force Institute of Technology which provide graduate level contracting courses, and the Industrial College of the Armed Forces which provides senior acquisition courses, should be restricted to Marine instructors of the rank of Lieutenant

Colonel or Colonel. Marine 9656 designated officers would bring a unique Marine Corps operational perspective to the classrooms of these institutions that is currently missing.

(2) Secondary Criteria. There are no secondary criteria that apply to these institutions.

E. SUMMARY

This chapter has examined potential organizations within the Marine Corps, the Department of the Navy, the Defense Logistics Agency, and the Defense Acquisition University consortium of schools. The criteria developed in Chapter III were applied to these organizations to evaluate the need for 9656 billets.

By applying the criteria and providing rationale for these criteria, the following organizations appear to warrant incorporation of a Marine Corps Contracting Officer designated with the 9656 MOS:

- Marine Corps Systems Command,
- Marine Corps Air Stations,
- Naval Supply Systems Command's Field Contracting Activities,
 - Fleet and Industrial Supply Centers,
 - Naval Inventory Control Point,
- Naval Sea Systems Command,
- Naval Air Systems Command,
- Defense Fuel Supply Center,
- Defense Supply Center Richmond,
- Defense Personnel Support Center,

- Air Force Institute of Technology,
- Army Logistics Management College,
- Defense Systems Management College,
- Industrial College of the Armed Forces,
- Naval Center for Acquisition Training, and
- Naval Postgraduate School.

The next chapter will address the need for a structured acquisition career path and how that path would apply specifically to the 9656 MOS.

V. CAREER STRUCTURE

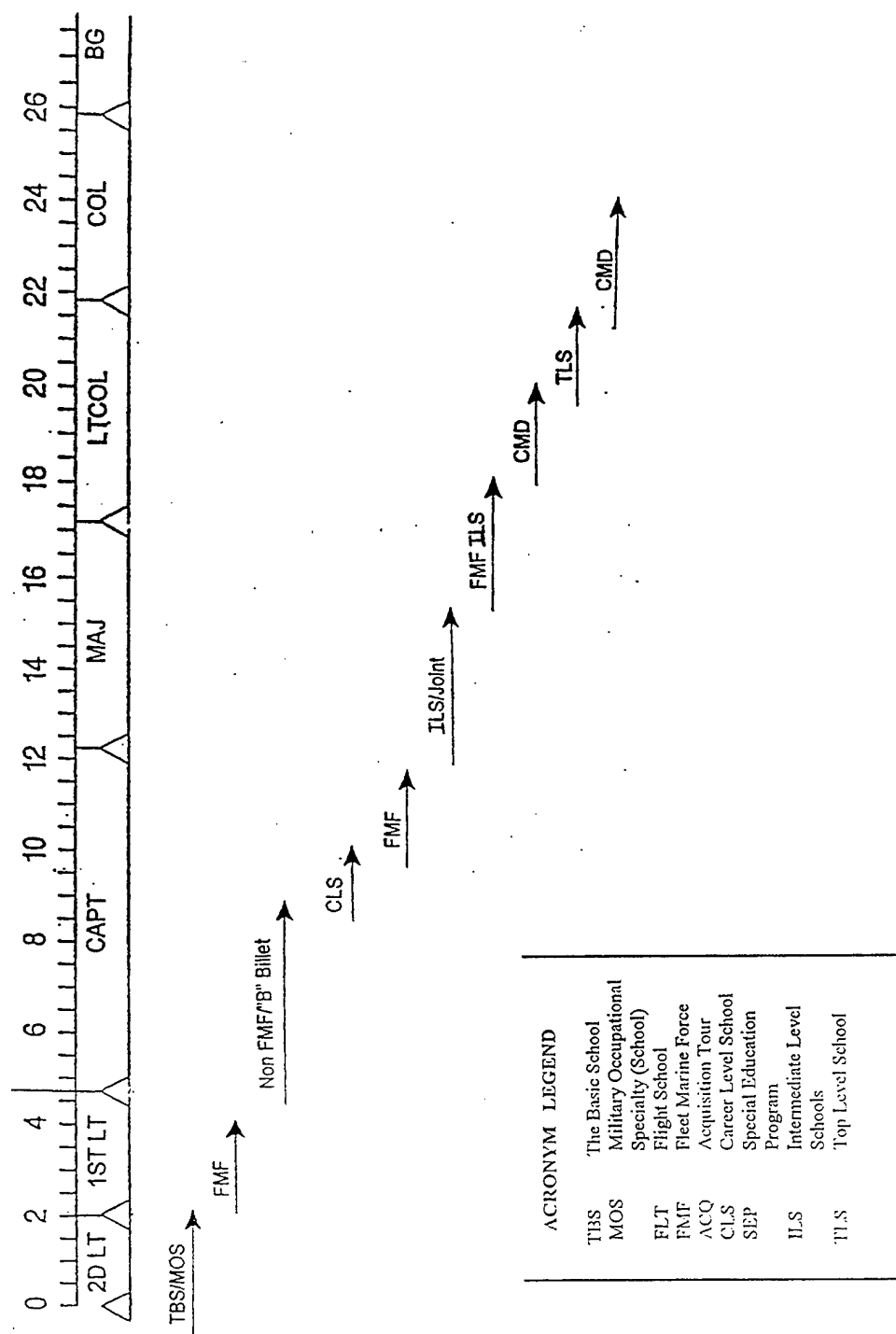
A. CURRENT NON-ACQUISITION CAREER PATH

Before an effort is made to examine the potential for an acquisition career structure, it is necessary to understand the generic non-acquisition career path that most Marine Corps officers use as a guide for career progression. One of the primary motivations for young officers is that by following this generic path along with proven performance, the rank of General Officer is attainable. This is not to suggest that there is one typical path to becoming a General Officer, however, it is understood that there are certain elements that must be accomplished to continue a progressive path to the rank of General. Some elements are mandated by law or statute and others are placed in the career path by Marine Corps doctrine and policy.

There are five elements that must be considered in examining a generic career path: promotion flow points, MOS credibility and experience, military education and training, joint duty assignments, and command selection and performance. Figure 5.1 reflects these elements in a typical career path.[Ref. 8: p. 53]

1. Promotion Flow Points

Figure 5.1 reflects these flow points as triangles along the horizontal axis. The desired flow points are established by statute due to the pyramid rank structure within the Marine Corps and are relatively stable over the short run. The variations in the long run tend to have a pendulum affect of less than one year and are not significant enough to be addressed. The Figure shows that a newly commissioned Second Lieutenant can expect to be promoted to First Lieutenant upon completion of two years service. Promotion to Captain is roughly five years from an officer's commissioning date and so on. However, promotion is by no means automatic. DoD opportunity goals for promotion



Source: [Ref. 39]

Figure 5.1. Non-Acquisition Career Path

to Major, Lieutenant Colonel, and Colonel are 70, 60, and 50 percent respectively. The remaining four elements have a great influence over whether an officer is deemed competitive for promotion as that officer approaches a given flow point.[Ref. 8: p. 55]

2. Credibility and Experience

MOS credibility and experience are the foundation of a Marine Officer's career. This foundation is a heavily weighted factor when screening for promotion. Figure 5.1 shows that in an ideal generic career path an officer alternates between tours in the Fleet Marine Force (FMF) and tours of a non-FMF nature. These non-FMF tours include such assignments as recruiting, officer selection officer, military school instructor, and various other staff functions that are not related to an officer's primary MOS.

Performance is key regardless of the type of tour, however FMF tours in a Marine's primary MOS normally are given higher credence at promotion boards. All officers are aware of the importance of developing MOS credibility for future promotion. It is critical for any officer to attempt to control effectively the type of billets to which they are assigned. Whatever billets are assigned, superior sustained performance is usually the key to promotability.[Ref. 8: p. 55]

3. Military Education and Training

The next prime element is military education and training. Each officer, in the course of alternating between FMF and non-FMF tours, will attend or be screened to attend four major military schools during their career. The first school in the hierarchy of these four schools within the Marine Corps is The Basic School (TBS). The name "The Basic School" is an appropriate description of the school's functions. It is a six-month course for all newly commissioned Second Lieutenants that

provides a basic understanding of the Marine Corps. The mission of the school is to produce officers capable of meeting the responsibilities expected upon assignment to FMF units.

The second level in this progression of education and training is Command Level Schools (CLS). This level of education utilizes a screening and selection process to determine which school each officer will attend. CLS is a consortium of different schools that go beyond the elementary education received at TBS. The largest single number of officers attend the Amphibious Warfare School (AWS). This course is taught by the Marine Corps and is ten months in length. It builds on the education received at TBS and draws from the experience officers have accumulated while serving in FMF billets.

Not every Captain is afforded the opportunity to attend this course in residence. Approximately one third of all Captains will attend in residence while the remaining two thirds are expected to complete the course via correspondence. Completion of one of the two formats of the AWS course is mandatory.

The next level of education and training is the Intermediate Level Schools (ILS). If CLS attendance is analogous to a collegiate education, ILS is akin to a graduate education. There is a selection process associated with this level of school as well. The Marine Corps screens officers of the grade of Major to attend one of these consortium schools. Once again, selection is based on the officer's past performance and future career potential. The consortium of schools include: the Army Command and Staff College, the Air Force Institute of Technology, the Marine Corps Command and Staff College, and the Naval War College. This level of education is also available through correspondence. Completion of the course is a mandatory requirement to remain competitive for promotion.

The highest level of education and training within the system is known as Top Level Schooling (TLS). Selection to TLS for a Lieutenant Colonel is an outstanding indicator for promotion to Colonel. In fact, recent Colonel selection boards show that Lieutenant Colonels having completed TLS were promoted at a 90 percent selection rate as compared to 44.4 percent selection rate for Lieutenant Colonels not attending TLS.[Ref. 40] This is an excellent indicator of the importance the Marine Corps is now placing on education and training.[Ref. 8: p. 60]

4. Joint Duty Assignment

As a result of the recent era of military downsizing and the need for military Services to perform in unison, Congress has legislated mandatory requirements concerning joint duty assignments. The legislation came in the form of the Goldwater-Nichols Department of Defense Reorganization Act of 1986. One of the major thrusts of this legislation was to ensure that every general officer had the opportunity to perform with other Services after reaching the grade of Captain. The Act specifically states that "an officer may not be selected for promotion to the grade of brigadier general or rear admiral (lower half) unless the officer has served in a joint duty assignment" [Ref. 41: p. Sec. 404]

There are three cases when waivers to this statute may be granted by the Secretary of Defense or his delegated authority. These are; for the good of the Service, when promotion is based on scientific and technical qualifications, and a blanket waiver for medical and dental officers.[Ref. 41:p.404] These waivers are limited in their applicability and for all practical purposes any officer aspiring to attain flag rank must successfully complete a joint duty assignment.[Ref. 8: p. 61]

5. Command Selection and Performance

The final prime element that has significant impact on an officer's career path is selection for major command as well as performance while leading that command. A major command is defined as battalion level or higher within the combat arms fields and squadron level within the aviation units. Because the Marine Corps is by far the smallest Service, the opportunity for command is limited. Therefore, not every Lieutenant Colonel and Colonel have the chance to command. The Marine Corps screening and selection process is very methodical and guarded given that command responsibilities for roughly 800 Marines can be daunting. The screening process for Lieutenant Colonels affords roughly only 1 in 4 officers the privilege of command.[Ref. 8: p. 62]

The examination of the five prime elements of a generic career path shows that there are many hurdles to pass to remain competitive for promotion. Given the size of the officer community and the number of hurdles an officer must clear, it is obvious that the competition to achieve the rank of General is fierce. It is impossible for every officer to follow this generic career path to the rank of General, so tradeoffs must be made along the way.

These tradeoffs come in the form of decisions to be made concerning potential billets, what schools to attend and when, and what FMF billets are most advantageous for promotion. Even if wise choices are made concerning future assignments, can this generic career path support growing qualified acquisition professionals within the Marine Corps? The perception is that to remain competitive for promotion, an officer should not stray far from this generic career path. So how can officers receive acquisition training, fill multiple acquisition billets, and still remain competitive with their peers? It seemingly cannot be done following this generic career path. What is needed is a

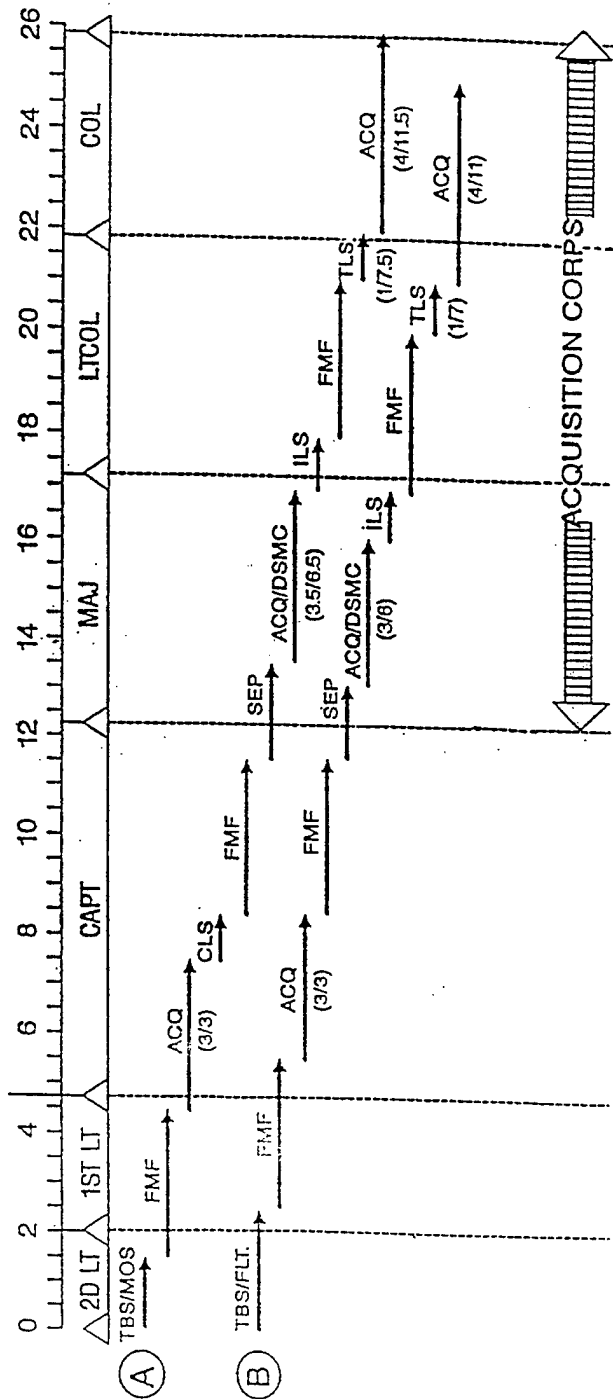
career structure that combines the generic career path requirements with acquisition career requirements. Such a structure is explored in the following section.

B. ACQUISITION CAREER PATH

Colonel Reed T. Bolick performed in-depth research on the subject of developing a viable acquisition career path while attending the Industrial College of the Armed Forces.[Ref: 39] His proposed career path was driven by the passage of DAWIA and the requirements that it leveled on officers trying to become members of the Acquisition Professional Community (APC). He recognized the fact that officers could not follow the generic career path while building the acquisition experience required to become a member of the APC.

To allow Marine Aviators to participate in the Acquisition Career Fields, Colonel Bolick recognized the need for two separate paths based on an officer's primary MOS. Marine Officers whose primary MOS is aviation require a slightly different career path due to the length of initial flight training. He also recognized that one of the keys to future acquisition officers remaining competitive for promotion was the timing of the first acquisition billet in an officer's career.

In Figure 5.2, track 'A' applies to ground officers while track 'B' applies to aviation officers. Both paths recognize that an officer must make a decision early in their careers that acquisition is going to become a mainstay of their career. These paths also indicate that officers will have to make certain sacrifices in order to develop the acquisition experience commensurate with their grade. These sacrifices will come in the form of not being able to serve in a variety of non-FMF billets. Officers electing to pursue an acquisition career track will simply alternate between FMF billets in their primary MOS and non-FMF billets of an acquisition nature. The numbers under each acquisition



ACRONYM LEGEND

TBS	The Basic School
MOS	Military Occupational Specialty (School)
FLT	Flight School
FMF	Fleet Marine Force
ACQ	Acquisition Tour
CLS	Career Level School
SEP	Special Education Program
ILS	Intermediate Level Schools
TLS	Top Level School
CAP	Critical Acquisition Position

Source [Ref. 39]

Figure 5.2. Acquisition Career Path

related billet represent the length of that billet followed by the cumulative years of acquisition experience.

As Figure 5.2 path 'A' depicts, Colonel Bolick proposed that a ground officer could attain an advanced degree, attend the appropriate PMS, achieve ten years acquisition experience required for selection to General, have an opportunity to build MOS credibility in FMF billets, and still be able to command, if selected, at the battalion or squadron level. By receiving an initial acquisition tour early in an officer's career, this allows them to remain in front of the experience power curve for the remainder of their acquisition career. Colonel Bolick is not alone in his notion of an early acquisition tour as evident by this quote from Colonel Feigley:

You can create a cadre of acquisition personnel that alternate between FMF and Acquisition billets. I think we should start fairly early like late Captaincy. Then as a Major, get more serious about acquisition and then at LTCOL you're ready for the big time stuff, running projects. I think we need the career structure, and I think we will eventually get there, but it is going to take a while.[Ref. 20]

The variations in the two proposed paths revolve around the opportunity for aviation officers to attend CLS and receive an advanced degree. The initial time to complete flight training is directly responsible for the variation. Given that CLS can be completed through correspondence, this is not of great concern. However, two areas of primary concern are an officer's ability to be selected to attend graduate acquisition education and that the requirement leveled by the Goldwater-Nichols Act to perform a joint tour is omitted.

The first concern of the individual officer's ability to be selected to participate in graduate level education is not predictable. A Captain's first tour in acquisition may not lead that officer to the acquisition professional community if they are unable to be selected. This risk goes back to one

of the considerations an individual officer must contend with when deciding to pursue an acquisition career path.

The second concern regarding a joint tour in the proposed acquisition career path was not an inadvertent omission by Colonel Bolick. The Defense Management Review, that resulted from President Bush directing the Secretary of Defense to develop a "plan to improve the defense procurement process and management of the Pentagon"[Ref. 42: p. 1], directed the Service Secretaries to establish a dedicated corps of officers in each Service who will make a full-time career as acquisition specialists. The Department of the Navy responded with the following initial implementation plan:

The ability of the Department of the Navy to implement the plan is contingent upon the Secretary of Defense to designate such officers as technical specialists and thereby waive requirements of current law (Goldwater-Nichols) for promotion to flag/general officer. Such a waiver will be necessary because of the general impracticability, if not impossibility, of providing officers with both the joint experience required by statute and the intensive acquisition experience required under the plan. [Ref. 43]

The Secretary of Defense gave approval of this Navy plan in 1990. Colonel Bolick felt that this should provide adequate justification for the Marine Corps to seek waivers where necessary. Based on this reasoning the acquisition career paths have omitted the JDA requirement.

C. CONTRACTING PYRAMID STRUCTURE

In examining this proposed career path, the impact on the Career Field of Contracting must be determined. Currently, the highest grade of officer within the existing Marine Corps Field Contracting Structure is that of Major. In addition, within the last five years only one 9656 designated officer has served two tours in contracting billets. This appears to present a dead-end career field.

However, if 9656 billets were incorporated into the commands identified in Chapter IV, Colonel Bolick's career path would be very applicable. It would allow contracting officers to perform multiple assignments in the contracting career field and to aspire to ranks above the grade of Major. This scenario would then foster a viable 9656 career pyramid structure within the boundaries of Colonel Bolick's proposed career path. Using the organizations and billets identified in Chapter IV, a proposed 9656 pyramid structure is presented in Figure 5.3. The billets identified would fall into the following regions:

Senior Billets

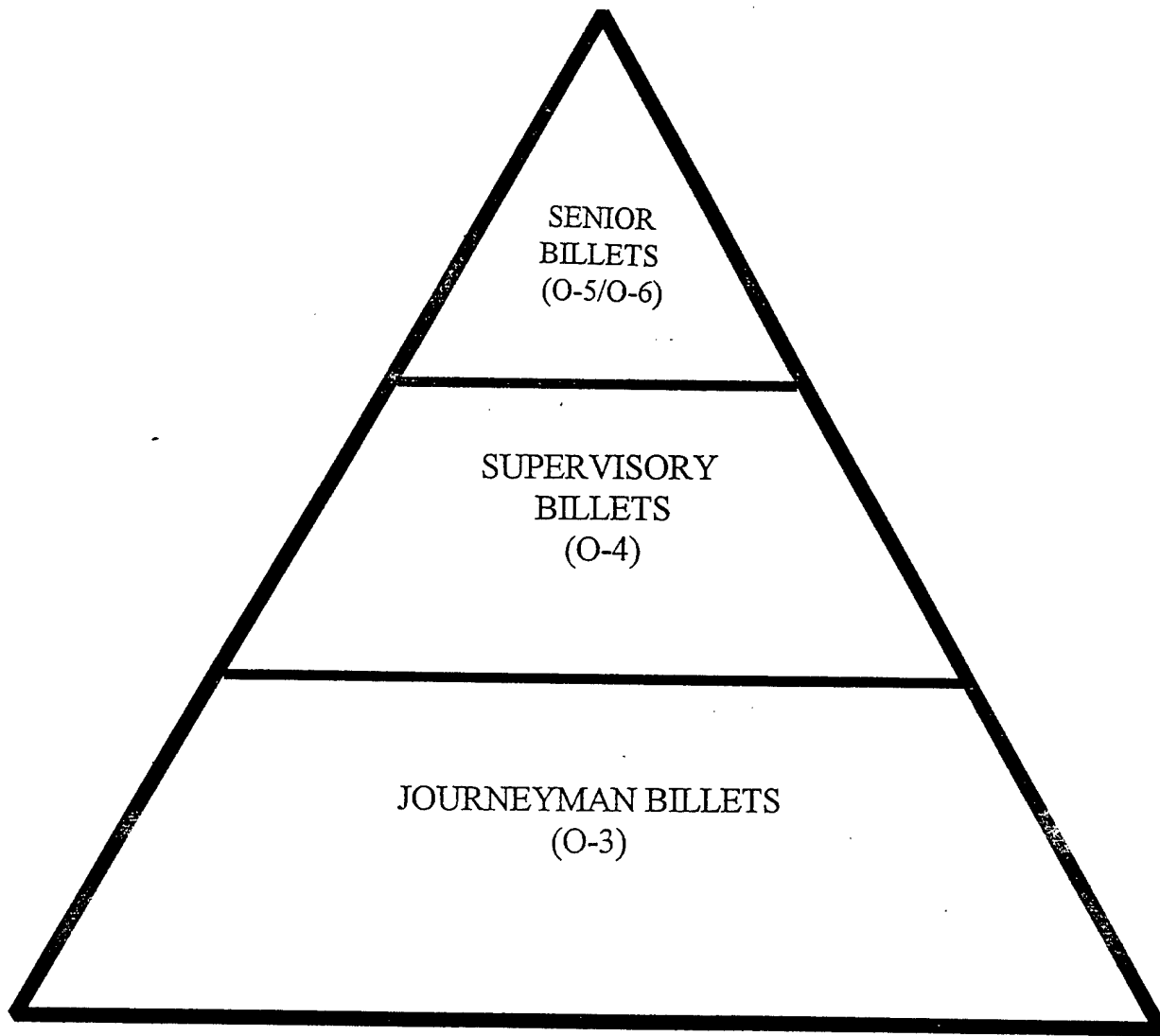
- Instructor billets for graduate level education.
- NAVAIR Procuring Contracting Officers.
- MARCORSYSCOM Contracts Directorate Branch Heads.
- DCMC in-plant CAO Commanders.

Supervisory Billets

- Instructor billets for non-graduate level education.
- NAVAIR Deputy Procuring Contracting Officers.
- MARCORSYSCOM Contracts Directorate Section Heads.
- MCASs Director of Contracting.
- NAVICP Contracts Directorate Division Managers.

Journeyman Billets

- NAVAIR Contract Specialists.
- MARCORSYSCOM Contract Specialists.
- FISCs Officer in Charge of Contracting
- DLA Supply Centers Deputy Director of Contracting
- DCMC in-plant Contract Administrators.
- NAVSEA Contract Specialists.



Source: Developed by Researcher

Figure 5.3. MOS 9656 Pyramid Career Structure

The need to establish a viable career path is evident in the number of waivers the Marine Corps is currently issuing to its newly designated APC members. Twenty-five percent of the Generals just designated into the APC required a training waiver, the one Colonel designated required a training waiver, and fifty percent of the Lieutenant Colonels required either a training or education waiver.[Ref. 44] The Marine Corps is making a valid effort in establishing and maintaining its AWF and APC as evident by this quote:

As we grow our acquisition workforce, emphasis continues to be focused on the need for quality officers to manage the production and development of our major weapon systems. One of our goals is to bring every qualified officer into the Marine Corps acquisition workforce, to include our General Officers, so that we maximize our total potential of talent existing throughout the officer corps.[Ref. 45]

However, attaining the maximum potential of talent includes cultivating young acquisition officers. To assist in this endeavor, it is recommended that a slight variant of Colonel Bolick's Acquisition Career Path be adopted by the Marine Corps. This Acquisition Career Path is presented in Figure 5.4. The variation stems from the period and length of an officer's first acquisition tour. Limiting the first acquisition tour to two years serves two purposes. The first is that an officer is able to perform two full tours in their primary MOS prior to screening for promotion to the rank of Major. This allows that officer to gain the FMF experience needed to be competitive for promotion. The second purpose is to give an officer a brief taste of acquisition prior to any graduate level schooling. This will allow officers the exposure needed to make a career decision regarding an acquisition career field.

D. SUMMARY

This chapter has examined the potential for the Marine Corps to develop an acquisition career path, which could foster an 9656 career pyramid structure. This would allow quality officers who aspire to a career in acquisition to enter the field with the perception that they could remain

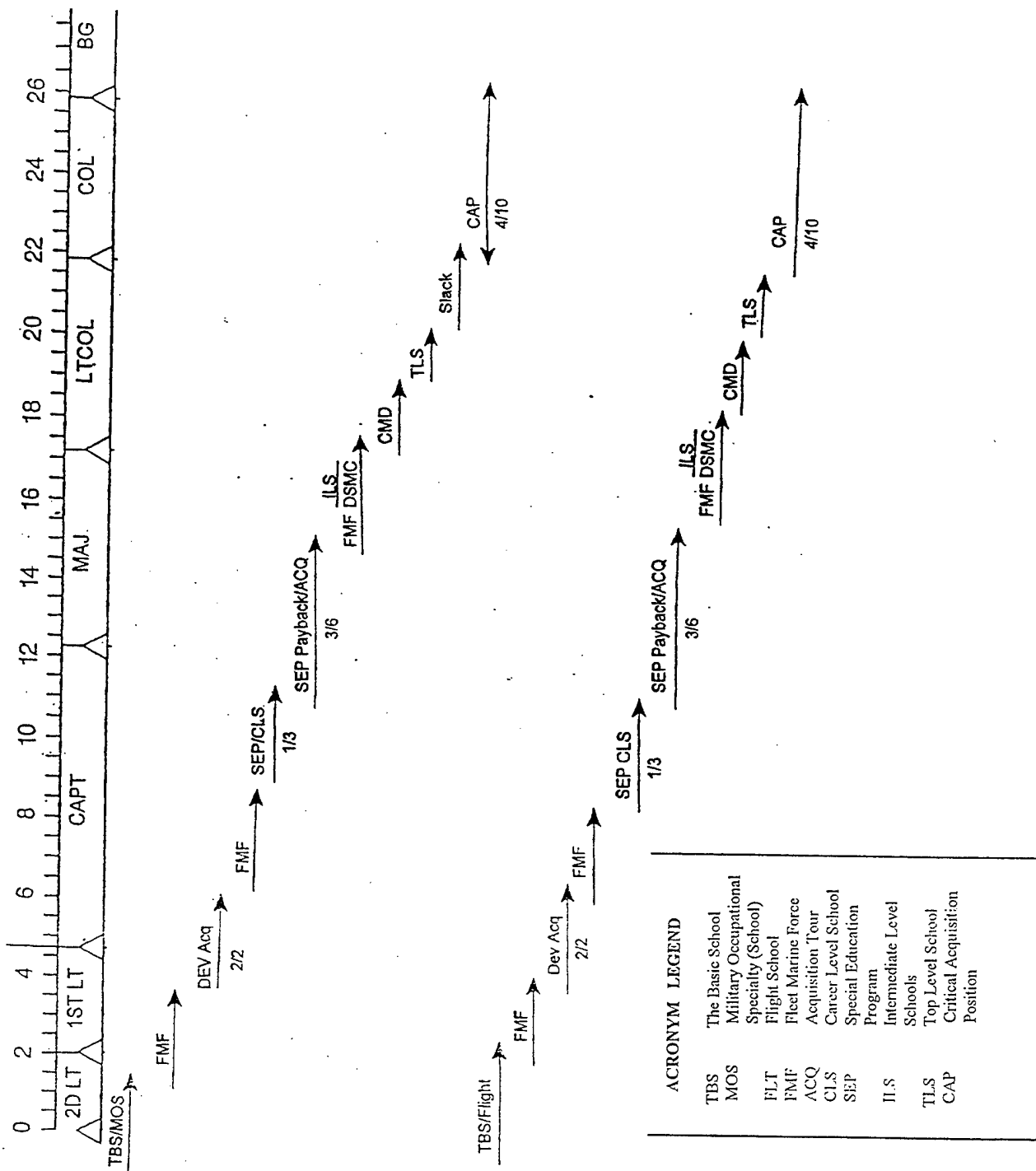


Figure 5.4. Recommended Acquisition Career Path

competitive with their peers for promotion. This career path would also allow the Marine Corps to truly grow and cultivate its own acquisition professionals through proper training and operational acquisition experience.

The following chapter will provide a summary of the research presented in this study and make recommendations and conclusions based on the previous analysis.

VI. CONCLUSIONS AND RECOMMENDATIONS

A. INTRODUCTION

The Marine Corps Officers designated with the secondary MOS 9656 are not being used to their fullest extent. The current Marine Corps Field Contracting System, although important in its own right, is only a small fraction of the contracting services provided for the Marine Corps. Today, there is not a single 9656 Marine Contracting Officer performing in a contracting billet in any major command whose mission is acquisition related.

The thrust of this research was not to evaluate the current contracting services provided to the Marine Corps by other sources, but to emphasize the opportunities available to the Marine Corps by using 9656 designated officers to the greatest extent their education and training will allow. Given the thrust of today's acquisition reform environment, the SEP is assessing newly designated 9656 officers that are well educated and capable of holding a variety of billets. Such a variety of billets, as noted in Appendix (E), that are available to 1306P-coded officers (the equivalent to the 9656 MOS) are not available to equally educated and trained Marine Contracting Officer.

The Commandant of the Marine Corps is ultimately responsible for procuring the materials and services required to sustain the Marine Corps in training and combat. Yet, the contracting portion of these procurements conducted on major weapon systems and the majority of supplies are done by individuals other than 9656 designated officers. The Marine Corps is committing valuable manpower resources to attain graduate level education, yet only a single 9656 contracting officer has conducted more than one tour in the career field of contracting. This is not using uniquely educated acquisition officers very effectively. This research has provided a means to use 9656 designated

officers outside the current field contracting structure that will benefit the respective organization, the Marine Corps, and the 9656 contracting officer.

B. CONCLUSIONS

The research presented in the previous chapters has developed the proper framework to state the following conclusions:

- 1. Opportunities exist for the Marine Corps to incorporate 9656 billets into organizations outside the current Field Contracting Structure.**

This research has shown that the opportunity for the Marine Corps to exercise its influence in the acquisition career field of contracting is available. It is clear from the research presented in Chapter IV that the Marine Corps could reap multiple benefits by incorporating 9656 designated billets within the identified organizations.

- 2. An Acquisition Career Path that will foster a 9656 Career Pyramid Structure is feasible.**

It is clear from the research presented in Chapter V that an acquisition career path can be developed that would allow the Marine Corps to grow its future acquisition professionals, while they remain competitive in their primary MOS. An acquisition career path would allow the Marine Corps to receive the greatest benefit from its uniquely trained acquisition officers. It would also provide incentive for talented officers to enter acquisition career fields.

- 3. Expanding the range of grade levels for 9656 officers exists.**

As the research indicated in Chapter V, the incorporation of 9656 billets into the identified organizations would allow officers of the grades O-3 through O-6 to perform in contracting billets. This would allow officers to gain the experience required to perform in the 9656 senior billets identified in Chapter V.

4. A consensus of interviewees favored the concept of incorporating 9656 billets into organizations outside the current Field Contracting Structure.

Although there was one dissenting opinion concerning the concept of utilizing 9656 designated officers outside the current Field Contracting Structure, all other interviewees favored the concept. This is evident from the interview responses presented in Chapters III and IV. Most interviewees enthusiastically stated they would support having 9656 designated officers within their organizations.

5. The Customer Base criterion was most influential in determining what organizations warranted 9656 billets.

Out of the five Primary Criteria, the Customer Base criterion was clearly the driver in identifying organizations to incorporate a 9656 billet. Every organization in which a 9656 billet was identified for augmentation met this criterion. The research presented in Chapter IV highlighted specific examples of the importance of a Marine Corps customer base and the ability of 9656 designated officers to fulfill those customers' needs.

C. RECOMMENDATIONS

The Marine Corps should use its uniquely educated acquisition officers more effectively. Using the research presented, the following recommendations are made to assist in answering the research questions.

1. The Marine Corps Systems Command and the Marine Corps Air Stations should establish 9656 billets.

The opportunity exists for the Marine Corps to receive multiple benefits through this recommendation. Not only will these organizations benefit from the operational experience that Marine Corps Officers bring to contracting billets, but it will also allow these Marine contracting officers a broader exposure to the acquisition environment.

2. **The following organizations of the Department of the Navy should incorporate 9656 billets within their respective contracting directorates: Naval Supply Systems Command's Field Contracting Activities, certain Fleet and Industrial Supply Centers and the Naval Inventory Control Point; the Naval Air Systems Command; and the Naval Sea Systems Command.**

The primary criterion that applies to all of the Department of the Navy organizations is the very important concept of the Marine Corps having a "significant" representation within the organization's customer base. All of these organizations provide vital contracting support to the Marine Corps without 9656 representation. By establishing billets within these organizations, the opportunity to strengthen the inter-departmental relationships exists as well as ensuring that a Marine operational perspective is taken into account.

3. **The following organizations within the Defense Logistics Agency should be augmented with 9656 billets: certain Supply Centers and the Defense Contract Management Command's in-plant Contract Administration Offices.**

The Marine Corps is poorly represented within the Defense Logistics Agency as a whole. The opportunity to increase the Marine Corps representation exists by placing 9656 designated officers within the two Defense Contract Management Command in-plant Contract Administration Offices discussed in Chapter IV and at the following three supply centers: Defense Fuel Supply Centers, Defense Supply Center Richmond and Defense Personnel Support Center. As the research has indicated in Chapter IV, it is critical that the DCMC positions designated as 9656 billets be directly attributable to Marine Corps Programs. This is to ensure that the criteria that applied to the examples presented in Chapter IV are applicable to similar in-plant CAOs.

4. **The Marine Corps should assign qualified 9656 designated officers to instructor billet assignments within the following Defense Acquisition University Consortium Schools: Air Force Institute of Technology, Army Logistics Management College, Defense Systems Management College,**

Industrial College of the Armed Forces, Naval Center of Acquisition Training, and Naval Postgraduate School.

The schools recommended for incorporation are limited to those institutions that see the greatest volume of Marine Corps contracting students. This recommendation will allow the Marine Corps to have a greater influence on its future members of the AWF. The mentor relationship that can be developed between instructor and student of the same Service cannot be overemphasized. By supplementing academic material with operational experience, based on both FMF tours and Contracting tours, Marine instructors would be able to impart to their students "real world" applications that the students may encounter in the Fleet. This ability could only improve the learning environment.

5. The Marine Corps should establish a formal Acquisition Career Structure.

The recommended Acquisition Career Path depicted in Figure 5.4 can be achieved while acquisition specialties within the Marine Corps remain secondary MOSs. As the discussion in Chapter V indicated, the need to establish an Acquisition Career path is two-fold. For the Marine Corps to properly cultivate the future members of its AWF and APC, it must allow them to gain the experience required through multiple acquisition tours. The "one-time" contracting tour concept the Marine Corps is currently utilizing is not an effective use of Special Education Program graduates. The formal acquisition career path depicted in Figure 5.4 will allow Marine Officers multiple tours in contracting, which will foster the 9656 pyramid structure discussed in Chapter V. Future 9656 designated officers will be able to remain competitive in their primary MOS by alternating between FMF billets and acquisition billets.

The second need to establish a formal acquisition career path is the ability to attract quality officers into acquisition career fields. A driving force in motivating young officers into acquisition career fields is their perception of remaining competitive for promotion. Currently there are no existing 9656 designated billets for officers of the grade of Lieutenant Colonel or greater. Why should officers enter into a career field that they know is limited in rank progression? By instituting an acquisition career path, officers would perceive they could achieve their goal of the rank of General through superior performance.

6. Incorporation of 9656 billets into identified organizations should be implemented on an experimental basis.

The organizations identified to incorporate 9656 billets should do so on an experimental basis. These billets should not immediately replace any existing contracting positions, but rather augment organizations with a 9656 billet. These new 9656 billets should be two years in duration at the Journeyman or Supervisory billet level, as discussed in Chapter V. This experimental period would allow both the Marine Corps and the respective organization to evaluate whether inclusion of a 9656 billet would provide an overall benefit.

7. The organizations identified for incorporation of 9656 billets should be prioritize.

There are three organizations that stand out, among all those identified, that should be augmented with 9656 billets as soon as possible. The three organizations are: MARCORSYSCOM, NAVAIR, and the DCMC in-plant CAOs. All three of these organizations and the Marine Corps have great potential to benefit by incorporating 9656 billets. In addition, these organizations have opportunities for 9656 designated officers to perform at all three levels as discussed in Chapter V.

D. RESEARCH QUESTIONS ANSWERED

The research presented in the previous chapters has shown that the Marine Corps should incorporate MOS 9656 billets into organizations outside the current Marine Corps Field Contracting Structure. The research has provided the means to answer the primary research question of:

To what extent should the Marine Corps buying organizations and other Department of the Navy and Department of Defense organizations incorporate or augment existing United States Marine Corps Occupational Speciality 9656 contracting billets?

This study has shown that there are Marine Corps, Department of the Navy, and other Department of Defense organizations that should establish 9656 designated billets. It has indicated the rationale for incorporating these billets into the following organizations:

- Marine Corps Systems Command;
- Marine Corps Air Stations;
- Naval Supply Systems Command's Field Contracting Activities;
 - Fleet and Industrial Supply Centers;
 - Naval Inventory Control Point;
- Naval Sea Systems Command;
- Naval Air Systems Command;
- The following Defense Logistics Agency Supply Centers;
 - Defense Fuel Supply Center;
 - Defense Supply Center Richmond;
 - Defense Personnel Support Center; and
- The following Defense Acquisition University Consortium Schools;
 - Air Force Institute of Technology,

- Army Logistics Management College,
- Defense Systems Management College,
- Industrial College of the Armed Forces,
- Naval Center for Acquisition Training, and
- Naval Postgraduate School.

The research has also answered the following five subsidiary research questions posed in Chapter I:

1. What are the unique contracting requirements leveled on the 9656 MOS as a result of the Defense Acquisition Workforce Improvement Act?
2. What are the primary contracting skills acquired by officers assigned the 9656 MOS?
3. What criteria should be used to measure the necessity for establishing a 9656 billet?
4. What are the United States Marine Corps, Department of the Navy, and other Department of Defense organizations that should consider the inclusion of MOS 9656 billets?
5. What are the factors that must be considered in developing a viable 9656 career structure?

It has presented a picture of the environment in which current contracting officers must work.

A major influence of that environment is the recent acquisition reform initiatives that directly impact the 9656 MOS. The research has presented the unique requirements placed on 9656 designated officers by the Defense Acquisition Workforce Improvement Act. It has also identified the primary contracting skills acquired, and the means of acquiring those skills, by officers assigned the 9656 MOS. The research has presented a set of criteria that was used to evaluate what organizations warranted the incorporation of 9656 billets and finally, it identified the factors to be considered in the development of an acquisition career structure.

E. RECOMMENDATIONS FOR FUTURE RESEARCH

A brief discussion will be made regarding three areas that were beyond the scope of this study that should be considered for future research. Those areas are: the Manpower issue of accessing the increased number of 9656 designated officers to fill these recommended billets, the conduct of a similar study of incorporating 9656 billets into organizations within the Departments of the Army and Air Force, and the conduct of a similar study to incorporate 9656 billets within DCMC Area Offices.

Three alternatives exist that could be addressed regarding the Manpower issue. The first alternative should include examining the utilization of the current pool of 9656 designated officers. This should include a review of the existing 9656 billets within the current Marine Corps Field Contracting Structure to assess a potential re-organization of those billets. If there were fewer billets within the current field contracting structure, the Marine Corps would not have to adjust its accession numbers into the Special Education Program. The second alternative is a flat increase in the number of officers assessed into the Special Education Program resulting in a larger pool of 9656 designated officer. The third alternative being to re-institute the use of Marine Corps Warrant Officers to fill the existing billets within the Field Contracting Structure and using Regular Commissioned Officers to fill the recommended 9656 designated billets outside the current Field Contracting Structure.

The second area to be considered for future research is similar to or an extension of this study to include the Departments of the Army and Air Force. There are organizations within these two Departments that acquire material and services that have a direct impact on the Marine Corps. An example is that the Department of the Army's lead Service responsibility for the Light Armored Vehicle and Lightweight 155mm Howitzer. Both of these weapon systems are vital to the Marine Corps' ground combat capability. A similar example exists in the Department of the Air Force, in that

the Air Force is the lead Service for both the C-17A Globemaster III Advanced Cargo Aircraft and the C-130J Hercules Cargo Aircraft. Both of these aircraft are used extensively to support Marine Corps training and combat operations.

The final area that should be considered for further research is a similar study conducted on the DCMC's Area Offices. With the recent re-organization of the Area Offices, the opportunity exists to examine the extent of appropriate 9656 billets. Like the in-plant organizations, these activities perform critical contract administration functions required in executing Marine Corps contracts. The study could include the means of narrowing the focus to determine which Area Offices have significant Marine Corps' interests. In addition, the study could examine a method of tracking specific contracting actions and dollar values attributable to the Marine Corps. At the time of this study, such information was integrated under the single heading of the Department of the Navy.

The overall conduct of this research has been extremely informative, however, the issues presented are not altogether new. Individuals within the acquisition community have conveyed that a Service peculiar contracting officer is an organizational benefit. Other members of the acquisition community have tried to establish Marine Corps instructor billets within contracting curricula at various DAU institutions. Colonel Bolick first presented a viable acquisition career path in 1991 [Ref. 39], yet there is not a formal structure in place today. The Marine Corps must evaluate the benefit of expanding the role of future 9656 designated officers and commit the appropriate manpower resources. This researcher believes is that the time is now, and as Secretary Defense Perry recently quoted his senior executives motto: "Car-pa-deim." [Ref. 50] The Marine Corps should

'seize the day' and expand the role of Marine Corps Officers designated with the 9656 MOS to organizations outside the current Marine Field Contracting Structure.

APPENDIX A.
ACQUISITION AND CONTRACT MANAGEMENT COURSE MATRIX

	<u>Course Number</u>	<u>Course Hours-Lab Hours</u>	<u>Course Title</u>
Quarter 1	MN2150	(4-0)	Financial Accounting
	MN2031	(4-0)	Economic Decision Making
	MN3333	(4-0)	Managerial Communication Skills
	MA2300	(5-0)	Mathematics for Management
	MN2302	(0-2)	Seminar for Contracting Students
	IS0123	(0-2)	Computer Skills Development
Quarter 2	MN3303	(4-0)	Principles of Acquisition and Contracting
	MN3140	(4-0)	Microeconomic Theory
	MN3161	(4-0)	Management Accounting
	OS3101	(4-1)	Statistical Analysis for Management
	MN2302	(0-2)	Seminar for Contracting Students
Quarter 3	MN3304	(5-2)	Contract Pricing and Negotiations
	MN3312	(3-0)	Contract Law
	MN3221	(2-1)	Principles of Program Management I
	MN3105	(4-0)	Organization and Management
	MN2302	(0-2)	Seminar for Contracting Students
Quarter 4	MN3305	(3-0)	Contract Administration
	MN3306	(3-0)	Acquisition Management
	MN3222	(3-2)	Principles of Program Management II
	IS3183	(4-0)	Management Information Systems
	MN3172	(4-0)	Public Policy and Budgeting
	MN2302	(0-2)	Seminar for Contracting Students
Quarter 5	NS3252	(4-0)	Joint and Maritime Strategic Planning
	MN4304	(2-0)	Defense Systems Contracting
	MN0810	(0-8)	Thesis Research
	MN0810	(0-8)	Thesis Research
	OS3006	(4-0)	Operations Research for Management
	MN2302	(0-2)	Seminar for Contracting Students
Quarter 6	MN4145	(4-0)	Policy Analysis
	MN4371	(4-0)	Acquisition and Contracting Policy
	MN4105	(4-0)	Strategic Management
	MN0810	(0-8)	Thesis Research
	MN2302	(0-2)	Seminar for Contracting Students

APPENDIX B.
EDUCATIONAL SKILL REQUIREMENTS
ACQUISITION AND CONTRACT MANAGEMENT CURRICULUM

1. **Management Fundamentals:** The graduate will understand the theory of and have an ability to apply accounting, economic, mathematical, statistical, managerial and other state-of-the-art management techniques and concepts to problem solving and decision-making responsibilities as military managers.
2. **Advanced Management Concepts:** The graduate will have the ability to apply advanced management and operations research techniques to defense problems. This includes policy formulation and execution, strategic planning, Defense resource allocation, cost benefit and cost effectiveness analysis, Federal fiscal policy, computer-based information and decision support systems, and complex managerial situations requiring comprehensive integrated decision-making.
3. **Acquisition and Contracting Principles:** The graduate will have an understanding of and will be able to apply the principles and fundamentals of acquisition and contracting within the federal Government including knowledge of the acquisition laws and regulations, particularly the Federal Acquisition Regulation (FAR) and the DOD FAR Supplement (DFARS); the unique legal principles applied in Government contract law and the Uniform Commercial Code; and the application of sound business principles and practices to Defense contracting problems. Further, the graduate will be able to apply innovative and creative approaches not only to resolving difficult acquisition and contracting issues but to significantly influencing the legal and regulatory structure within which acquisition decision-making occurs.
4. **Acquisition and Contracting Policy:** The graduate will have an ability to formulate and execute acquisition policies, strategies, plans and procedures; a knowledge of the legislative process and an ability to research and analyze acquisition legislation; and a knowledge of the Government organization for acquisition, including Congress, the General Accounting Office, the Office of Federal Procurement Policy, the Federal and military contracting offices, the Boards of Contract Appeals, and the court system.
5. **Contracting Process:** The graduate will understand the theory of and have the ability to manage the field contracting, system acquisition and contract administration processes. This involves a knowledge of the defense system life cycle processes, including requirements determination, funding, contracting, ownership, and disposal; an ability to evaluate military requirements, specifications and bids and proposals; an ability to utilize the sealed bid, competitive proposals and small purchase contracting methodologies; a comprehensive knowledge of all contract types and their application in Defense acquisition; an ability to conduct cost and price analyses; and an ability to negotiate various contracting actions including new procurement, contract changes and modifications, claims, equitable adjustment settlements, and noncompliance issues.
6. **Business Theory and Practices:** The graduate will have an understanding of the business philosophy, concepts, practices and methodologies of the Defense/commercial industrial base and the ability to apply these to the Federal Government acquisition environment.

7. **Federal and Defense Budgeting:** The graduate will have an ability to apply economic and accounting principles, including monetary and fiscal theories, to defense acquisition and contracting issues.
8. **Program Management:** The graduate will have an understanding of the basic principles and fundamentals of Program Management, with particular emphasis on the Procuring Contractor Officer's and Administrative Contracting Officer's roles and relationships with the Program Manager.
9. **Acquisition Workforce:** The graduate will satisfy all requirements of the Defense Acquisition Workforce Improvement Act (DAWIA) and mandatory contracting courses required by the Defense Acquisition University (DAU) at Levels I, II, III.
10. **Ethics and Standards of Conduct:** The graduate will have an ability to manage and provide leadership in the ethical considerations of military acquisition, including the provisions of procurement integrity, and to appropriately apply Defense acquisition standards of conduct.
11. **Joint and Maritime Strategic Planning:** American and world military history and joint and maritime planning including the origins and evolution of national and allied strategy; current American and allied military strategies which address the entire spectrum of conflict; the U.S. maritime component of the National Military Strategy; the organizational structure of the U.S. defense establishment; the role of the Commanders of the Unified and Specified Commands in strategic planning; the process of strategic planning; joint and service doctrine; and the roles and missions of each in meeting national strategy.
12. **Thesis:** The graduate will demonstrate the ability to conduct independent research and analysis, and proficiency in presenting the results in writing and orally by means of a thesis and a command-oriented briefing appropriate to this curriculum. [Ref. 46: p. 144]

APPENDIX C.
MARINE CORPS FIELD CONTRACTING BILLETS

<u>RUC</u>	<u>MCC</u>	<u>TO/LINE</u>	<u>ACTIVITY</u>	<u>MOS</u>	<u>CAT</u>	<u>GRADE</u>	<u>TITLE</u>
20015	1FZ	7900E0457	HQ MARFORRES	9656	003	CONT	CONTRACTING OFFICER
20230	092	7803 0733	H&SBN	9656	004	CONT	CONTRACTING OFFICER
20361	1F1	491810203	H&SBN	9656	004	CONT	CONTRACTING/HNS OFFICER
20371	1C0	4918F0203	I MEF	9656	004	CONT	CONTRACTING/HNS OFFICER
27119	151	3321S0117A	SUP CO SUP BN 2ND FSSG	9656	003	CONT	CONTRACTING OFFICER
28319	169	3321F0117A	SUPPLY CO 1ST SUPBN	9656	003	CONT	CONTRACTING OFFICER
29019	1C2	3321G0117A	SUPCO 3RD SUPBN	9656	003	CONT	CONTRACTING OFFICER
30001	012	7402 0154	HQ MCB	9656	004	CONT	CONTRACTING SPEC (X)
30002	070	5055 0952A	MCRDAC	9656	004	CONT	PROCUREMENT SPECIALIST
31002	013	7511 2349	A COMPANY HQSPTBN	9656	004	CONT	CONTRACTING OFFICER
32001	016	7311 0935	HQ & SERVICE BATTALION	9656	003	CONT	CONTRACTING OFFICER
33060	014	7611 1976	HQ & SUPPORT BATTALION	9656	004	CONT	CONTRACTING OFFICER
34001	017	7211 0511	HQ & SERVICE BATTALION	9656	003	CONT	CONTRACTING OFFICER
35010	015	7711 0781	HQ BN MCAGCC	9656	003	CONT	BRANCH HEAD
36000	W25	5133A0078	MCSA	9656	004	CONT	DIRECTOR, MCRCO
38019	019	7011 1356	HQ BN	9656	004	CONT	CONTRACTING OFFICER
38441	063	7014 1447	HQ BN	9656	004	CONT	SECTION HEAD
38441	063	7014 3929A	HQ BN	9656	003	CONT	CONTRACTING OFFICER
54008	008	5114 0411	HQMC NON DEPT	9656	004	CONT	CONTRACTING OFFICER
54026	008	5103 0052	HQMC NON DEPT	9656	004	CONT	TEAM LEADER/CONTRACTING OFFICER
54026	008	5103 0052A	HQMC NON DEPT	9656	004	CONT	CONTRACTING OFFICER
54026	MDG	5058 0007	USMC AAAV PROG OFF	9656	004	CONT	OPERATIONS RESEARCH

[Ref. 47]

APPENDIX D.
ACQUISITION CATEGORY I
(ACAT I)

ACAT I programs are Major Defense Acquisition Programs (MDAPs). An MDAP is defined as a program estimated by the Under Secretary of Defense (Acquisition and Technology) (USD(A&T)) to require eventual expenditure for research, development, test, and evaluation of more than \$355 million (FY96 constant dollars) or procurement of more than \$2.135 billion (FY96 constant dollars), or those designated by the USD(A&T) to be ACAT I.

ACAT I programs have two sub-categories:

1. **ACAT ID**, for which the Milestone Decision Authority (MDA) is the USD(A&T). The "D" refers to the Defense Acquisition Board (DAB), which advises the USD(A&T) at major decision points.
2. **ACAT IC**, for which the MDA is the DoD Component Head or, if delegated, the DoD Component Acquisition Executive (CAE). The "C" refers to Component.[Ref. 48: p. I-2]

APPENDIX E. **NAVY CONTRACTING (1306P) BILLETS**

AUIC	ACTIVITY	BSC	DESIG	PAQD	CAT	GRADE	BILSSI	TITLE
00023	CNAV SUP MECH	20000	3100	ACC	CONT	CAPT	1306P	PRCM MGT/DEP CDR CONTRACT MGMT/SUP 02
00023	CNAV SUP MECH	21000	3100	ACC	CONT	CDR	1306P	PRCM MGT/DIR CONTR SPEC PROJ STF/SUP 02X
00032	PEOCPD WASH DC	05700	3100	ACN	CONT	LT	1306P	ACCT/DEP DIR CMP/UAV CONTRACTS DIV
00032	PEOCPD WASH DC	80180	3100	AKC	BFM	CDR	1306P	DPJ BUS ADMIN/BFM TOMAHAWK ALL UP ROUND
00033	COMSC WASH DC	10105	3100	ACC	CONT	CDR	1306P	PRCM MGT/DIR PROC PLANS & POLICY
00102	PTSMH NSYD PTSMH	05601	3100	ACN	CONT	LCDR	1306P	PROC CONTRACTING OFFCR
00104	NAVICP MECH PA	04800	3100	ACC	CONT	CAPT	1306P	PRCM CONTRACT-DIR CONTRACTING GROUP
00123	FISC SDG CONT DT	12000	3100	ACC	CONT	CAPT	1306P	CO SHR ACTIVITY
00140	FISC NORVA C DT	00200	3100	ACC	CONT	CDR	1306P	OIC SHR ACTY/FISC DET
00140	FISC NORVA C DT	00650	3100	ACN	CONT	LT	1306P	PRCM CONTRACT/AOIC FISC DET
00167	NSWC CDBETH MD	00400	3100	ACN	CONT	CDR	1306P	PRCM CONTRACT/HD CENTER SUPPLY DEPT
00174	NSWCD IN HD MD	03700	3100	ACN	CONT	LCDR	1306P	PRCM CONTRACT/HEAD SUPPLY
00178	NSWCD DHLGRN VA	23100	3100	ACN	CONT	LCDR	1306P	PRCM CONTRACT/SUPPLY OFFICER
00181	NORVAN SYD PTSMV	05300	3100	ACN	CONT	LCDR	1306P	PRCM CONTRACT/PURCHASE OFFCR
00189	FISC NORFOLK VA	08010	3100	ACC	CONT	CDR	1306P	PRCM MGT/DIR RCD
00189	FISC NORFOLK VA	08115	3100	ACN	CONT	LCDR	1306P	PRCM CONTRACT/DIR CONTRACTS DIV
00189	FISC NORFOLK VA	08115	3100	ACN	CONT	LCDR	1306P	PRCM CONTRACT/DIR CONTRACTS DIV
00383	NAVICP PHIL PA	20010	3100	ACC	CONT	CAPT	1306P	PRCM MGT/DIR ASO-02
00383	NAVICP PHIL PA	20010	3100	ACC	CONT	CAPT	1306P	PRCM MGT/DIR ASO-02
00383	NAVICP PHIL PA	20100	3100	ACN	CONT	CDR	1306P	PRCM CONTRACT/STRIKE/FIGHTER ASO 021
00383	NAVICP PHIL PA	20200	3100	ACN	CONT	CDR	1306P	PRCM CONTRACT/ELECTRONICS/ASW ASO 022
00383	NAVICP PHIL PA	20300	3100	ACN	CONT	CDR	1306P	PRCM CONTRACT/PWR PLT/HELO ASO 023
00406	FISC PUGET SOUND	02200	3100	ACC	CONT	LCDR	1306P	PRCM CONTRACT/SUPPORT ASO 024
00600	FISC NORVA C DT	00100	3100	ACC	CONT	CAPT	1306P	PRCM CONTRACT/DIR ADDU TO 05700/00251
00600	FISC NORVA C DT	00200	3100	ACN	CONT	CDR	1306P	OIC SHR ACTY/FISC DET
00604	FISC P HARBOR HI	08400	3100	ACC	CONT	CDR	1306P	XO/SHR ACTY/AOIC FISC DET
00604	FISC P HARBOR HI	08400	3100	ACC	CONT	CDR	1306P	PRCM CONTRACT/REGIONAL PRCM DIR
31090	GENSUPCEN RICH	06100	3100	ACN	CONT	LCDR	1306P	PRCM CONTRACT/REGIONAL PRCM DIR
31102	DCMD EAST	05050	3100	ACN	CONT	CDR	1306P	PRCM CONTRACT/CHIEF
35366	NSSC PMS WASH DC	31730	3100	AKN	BFM	CDR	1306P	DEP DIR CNT MGMT (JD1) 14030239
35721	PEOSPACMSSEN W DC	20060	3100	ACN	CONT	LCDR	1306P	DPJ BUS ADMIN/317AC ACQ CONTRACTS MGR
35721	PEOSPACMSSEN W DC	20060	3100	ACN	CONT	LCDR	1306P	PRCM MGT/ASSISTANT FOR PROGRAM APPRAISAL
42091	PG SCH PROFESTRG	76110	3100	ACN	CONT	CDR	1306P	PRCM MGT/ASSISTANT FOR PROGRAM APPRAISAL
42191	NASC OPSUPFLD DC	01250	3100	ACC	CONT	CDR	1306P	INST SOC SCI/AQ&CON MGMT
42191	NASC OPSUPFLD DC	01430	3100	ACN	CONT	CAPT	1306P	INST SOC SCI/AQ&CON MGMT
42191	NASC OPSUPFLD DC	01655	3100	ACN	CONT	CDR	1306P	EXECUTIVE DIRECTOR
42191	NASC OPSUPFLD DC	01750	3100	ACC	CONT	CDR	1306P	PRCM CONTRACT/WPNS SYS PURCHASE DIV
42191	NASC OPSUPFLD DC	01950	3100	ACC	CONT	CDR	1306P	PRCM MGT/ASST HD CONT & BUS MGMT BR
42191	NASC OPSUPFLD DC	02430	3100	ACN	CONT	CDR	1306P	PRCM CONTRACT/DIR CONT & BUS POL
42191	NASC OPSUPFLD DC	02730	3100	ACN	CONT	CAPT	1306P	DEPUTY DIR COMBAT A/C CONTRACTS DIVISION
42191	NASC OPSUPFLD DC	02730	3100	ACN	CONT	LCDR	1306P	PRCM CONTRACT/PCO/CMBT A/C CONT DIV
42191	NASC OPSUPFLD DC	02730	3100	ACN	CONT	LCDR	1306P	PRCM CONTRACT/DPTY DIR ASW SUPT & A/C DV
42191	NASC OPSUPFLD DC	03030	3100	ACN	CONT	CDR	1306P	PRCM CONTRACT/DPTY DIR ASW SUPT & A/C DV
42191	NASC OPSUPFLD DC	03355	3100	ACN	CONT	LCDR	1306P	PRCM CONTRACT/PCO/ASW/SUPT A/C & A/C CO
42191	NASC OPSUPFLD DC	03355	3100	ACN	CONT	LCDR	1306P	PRCM CONTRACT/HD CONTRACT POLICY BR

42191	NASC OPSUPFLD DC	03455	3100	ACN	CONT	CDR	1306P	PRCM CONTRACT/ASST BRHD FIX WING & ENGBR
42191	NASC OPSUPFLD DC	03555	3100	ACN	CONT	LCDR	1306P	PRCM CONTRACT/ASST BR HD FIX WING & WPN
42191	NASC OPSUPFLD DC	03730	3100	ACC	CONT	CDR	1306P	PRCM CONTRACT/ASST DIR-MISSILE & SYS DIV
42191	NASC OPSUPFLD DC	03930	3100	ACN	CONT	LCDR	1306P	PRCM CONTRACT/MISSILE WPNs SYSTEMS DIV
42191	NASC OPSUPFLD DC	04130	3100	ACN	CONT	LCDR	1306P	PRCM CONTROL/MISSILE WPNs SYS DIVISION
42192	NSSC OP SUPFDWAS	02010	3100	ACC	CONT	CAPT	1306P	02X-EXEC AST/PCRM MANAGEMENT
42192	NSSC OP SUPFDWAS	02020	3100	ACN	CONT	CDR	1306P	022C-SPEC AST TO DIV DIR/PCRM CONTRACT
42192	NSSC OP SUPFDWAS	02025	3100	ACN	CONT	LCDR	1306P	02210-CONTRACTING OFF/PCRM CONTRACT
42192	NSSC OP SUPFDWAS	02040	3100	ACN	CONT	CDR	1306P	0253-HD R&D BR/PCRM CONTRACT
42192	NSSC OP SUPFDWAS	02045	3100	ACC	CONT	CAPT	1306P	PRCM CONTRACT/026-DIR USW SYS PURCH DIV
42192	NSSC OP SUPFDWAS	02050	3100	ACN	CONT	CDR	1306P	PRCM CONTRACT/HD CONTRACT SUPSERV BR
42192	NSSC OP SUPFDWAS	02059	3100	ACN	CONT	LCDR	1306P	PRCM CONTRACT/0263B MINE WARFARE CONT OF
42192	NSSC OP SUPFDWAS	02060	3100	ACC	CONT	CAPT	1306P	028-DIR CONTRACT ADM DIV/PCRM MGMT
42192	NSSC OP SUPFDWAS	02065	3100	ACN	CONT	LCDR	1306P	0285-HD SURFSHP OVHL ACQ BR/PCRM CONTRACT
43767	DCMC ATLANTA	00500	3100	ACN	CONT	LT	1306P	CONT ADMIN
43768	DCMO AT&T TECH	00200	3100	ACN	CONT	LCDR	1306P	COMMANDER JDI 14030274
43771	DCMC ORLANDO	01500	3100	ACC	CONT	CAPT	1306P	COMMANDER JDI 14030039
43776	DCMC LOCKHEED	00200	3100	ACC	CONT	CDR	1306P	COMMANDER JDI 14030286
43782	DCMC BOSTON	00150	3100	ACC	CONT	CAPT	1306P	COMMANDER JDI 14030275
43782	DCMC BOSTON	00350	3100	ACN	CONT	LCDR	1306P	OPS GP TM LEADER
43783	DCMC TWIN CITIES	00060	3100	ACC	CONT	CAPT	1306P	COMMANDER JDI 14030281
43788	DCMC VAN N-EL SE	00200	3100	ACN	CONT	LCDR	1306P	ASST CHIEF
43803	DCMC C-W	00150	3100	AGN	M&P	LCDR	1306P	COMMANDER
43807	DCMC DETROIT	00260	3100	ACN	CONT	LCDR	1306P	ADMIN CONT/ASST CH
43807	DCMC DETROIT	00260	3100	ACN	CONT	LCDR	1306P	ADMIN CONT/ASST CH
43810	DCMC I-M	00200	3100	ACC	CONT	CDR	1306P	COMMANDER JDI 14030289
43812	DCMC CHICAGO-RF	00500	3100	ACN	CONT	LT	1306P	ADMIN CONT OFF
43819	DCMC PITTSBURGH	00200	3100	ACC	CONT	CDR	1306P	COMMANDER JDI 14030291
43821	DCMC M MARIETTA	00150	3100	ACC	CONT	CAPT	1306P	COMMANDER JDI 14040354
45941	DCMC PLFA	00100	3100	ACC	CONT	CDR	1306P	PROGRAM MGR JDI 14030290
47131	DPRO MCD DOUGLAS	00100	3100	ACC	CONT	CDR	1306P	COMMANDER JDI 14030257
47265	DCMC TX INST	01000	3100	ACC	CONT	CAPT	1306P	COMMANDER JD2 14030283
47291	DCMC TX INST-LEW	01000	3100	ACN	CONT	LCDR	1306P	ADMIN CONT/PROG SUP OFF
47334	NAVRECOCEN D L B	10000	3100	ACN	CONT	CDR	1306P	OIC DET LONG BEACH
47903	FISC SD DET	00100	3100	ACN	CONT	LCDR	1306P	OIC SHR ACT
48142	ASSTSECNAV RDA	70040	3100	ACC	CONT	CAPT	1306P	EXEC ASST/DEPUTY CAGNAVAL AIDE
48142	ASSTSECNAV RDA	71240	3100	ACN	CONT	CDR	1306P	PRCM CONTRACT/SR PROCUREMENT ANALYST
48142	ASSTSECNAV RDA	71250	3100	ACN	CONT	CDR	1306P	PRCM CONTRACT/SR PROCUREMENT ANALYST
48142	ASSTSECNAV RDA	73010	3100	ACC	CONT	CAPT	1306P	P&P DIR/DIRECTOR
48142	ASSTSECNAV RDA	73040	3100	ACN	CONT	CDR	1306P	PRCM MGT/ACQ/COMPETITION OMBUDSMAN
48142	ASSTSECNAV RDA	73530	3100	ACN	CONT	CDR	1306P	PRCM MGT/PROGRAM ANALYST
48359	DCMC MCD DGI.AS	00905	3100	ACN	CONT	CDR	1306P	ADMIN CONT/DIR DIV
48399	DCMD INT'L	00150	3100	ACC	CONT	CAPT	1306P	COMMANDER JD2 14030384
61119	FISC GUAM	28100	3100	ACN	CONT	LT	1306P	PRCM CONTRACT/DIR CONTRACTING DIV
62387	MSCCENTACT W DC	00105	3100	ACC	CONT	CAPT	1306P	CDR/CO SHR ACT/ADDU TO 10005/62387
62387	MSCCENTACT W DC	10305	3100	ACC	CONT	CDR	1306P	PRCM CONTRACT/TECH D
62387	MSCCENTACT W DC	10410	3100	ACC	CONT	CDR	1306P	DEPUTY FOR CONTR ADMIN

62537 COMSC MED	10000 3100	ACN	CONT	LCDR	1306P	STF SUP/DIRECTOR, CONTRACTS AND BUSS MGT
62558 NAVREGCONTC DT UK	00100 3100	ACC	CONT	CDR	1306P	OIC SHR ACTY/OIC DET LONDON
62645 NAVMEDLOGCOM MD	50110 3100	ACN	CONT	CDR	1306P	PRCM CONTRACT/ HD CONTRACTING DPT
62649 FISC YOKOSUKA JA	21000 3100	ACN	CONT	CDR	1306P	PRCM CONTRACT
62678 SUPSHP PTSM VA	01410 3100	ACC	CONT	CDR	1306P	ADMIN CONTRACT/ADDU TO 02110/42192
62786 SUPSHP BATH ME	06100 3100	ACC	CONT	CDR	1306P	ADMIN CONTRACT/ADDU TO NAVSEAOPSUPFLD
62789 SUPSHP GROTON C	00410 3100	ACC	CONT	CDR	1306P	ADMIN CONTRACT/
62791 SUPSHP SDIEGO C	01801 3100	ACC	CONT	CDR	1306P	ADMIN CONTRACT/ADDU TO NAVSEAOPSUPFLD
62793 SUPSHP NPTN VA	01110 3100	ACN	CONT	CDR	1306P	ADMIN CONTRACT/ADDU TO BSC 02078
62795 SUPSHP PASGLA M	00410 3100	ACC	CONT	CDR	1306P	ADMIN CONTRACT/CONT OFF/ADDU TO BSC
62850 FUELSUPCEN ALEX	00120 3100	AHC	QA	CAPT	1306P	DPTY CMDR JDI 14030302
62850 FUELSUPCEN ALEX	03120 3100	ACN	CONT	LCDR	1306P	ASST CH PRCM CONTRACT JDI 14030263
62850 FUELSUPCEN ALEX	05100 3100	ACN	CONT	LCDR	1306P	DEPUTY DIRECTOR JDI 14030267
63124 SSC&REP NRLNS	00150 3100	ACC	CONT	CDR	1306P	ADMIN CONTRACT/ADDU TO 02100/42192
64120 CDRUSALG FT LEE	06000 3100	ACN	CONT	CDR	1306P	INST TECH/PRCM MGMT
64183 AF INST OF TECH	00940 3100	ACN	CONT	LCDR	1306P	INST TECH/FACULTY
64183 AF INST OF TECH	00960 3100	ACN	CONT	LCDR	1306P	INST TECH/FACULTY
64254 DAU	00410 3100	ASC	SPRDE	CDR	1306P	ADV C&S INST/WPN SYS ACQ MGT
65386 DEF LOG AGENCY	04475 3100	ACN	CONT	LCDR	1306P	PROC MGMT STF OFCR JDI 14030311
65386 DEF LOG AGENCY	04520 3100	ACN	CONT	LCDR	1306P	PROG MGMT STAFF OFF JDI 14030307
65386 DEF LOG AGENCY	06360 3100	ACN	CONT	LCDR	1306P	INVENT SUP OP OFF JDI 14030310
68171 NAVREGCONTC NPLS	00100 3100	ACC	CONT	CAPT	1306P	CO SHR ACTY
68171 NAVREGCONTC NPLS	00200 3100	ACN	CONT	CDR	1306P	XO SHR ACTY
68335 NAWCAD LKHURST	42010 3100	ACN	CONT	CDR	1306P	PRCM CONTRACT/OFF
68335 NAWCAD LKHURST	42020 3100	ARN	COMM	LCDR	1306P	PRCM CONTRACT/COMPETITION ADVOCATE
68836 FISC JAX FL	20050 3100	ACC	CONT	CDR	1306P	PRCM CONTRACT/DIRECTOR CONTRACTING
68939 NISMC WASH DC	20020 3100	ACC	CONT	CDR	1306P	PRCM CONTRACT/HD ACQ MGMT DIV
68939 NISMC WASH DC	20030 3100	ACN	CONT	CDR	1306P	PRCM CONTRACT
68939 NISMC WASH DC	20030 3100	ACN	CONT	CDR	1306P	PRCM CONTRACT
95699 DPSC PHILA	08100 3100	ACC	CONT	CAPT	1306P	CHIEF JD2 14030242
95699 DPSC PHILA	15500 3100	ACC	CONT	CAPT	1306P	CHIEF JD2 14030338

[Ref. 49]

LIST OF REFERENCES

1. Fuentes, Gidget, "Missile Upgrade Targets Fleet," *Navy Times*, July 29, 1996.
2. United States Marine Corps Order P1200.7, "Military Occupational Specialties Manual," Washington, DC, April 1991.
3. Estes, LtCol Kenneth W., *The Marine Officer's Guide*, Annapolis, Maryland, 1985.
4. Krulak, General Charles C., USMC, "Commandants Planning Guidance," Headquarters, U.S. Marine Corps, Washington, DC, July 1995.
5. Mutter, MajGen Carol A., "Marine Corps Systems Acquisition," *Marine Corps Gazette*, September 1995.
6. Perry, Secretary of Defense William, "Single Process Initiatives," Video Presentation, December 1995.
7. The Hoover Commission Report on Organization of the Executive Branch of the Government, McGraw-Hill Book Company, New York, NY, 1950.
8. Neuberger, Bruce W., "The Marine Corps Military Acquisition Workforce: A Campaign Plan For The Future," Master's Thesis, Naval Postgraduate School, Monterey, CA, March 1996.
9. Commission on Organization of the Executive Branch of the Government, Report on Military Procurement, June 1955.
10. U.S. Government Printing Office, "Report to the President and the Secretary of Defense on the Department of Defense by the Blue Ribbon Defense Panel," Washington, D.C., July 1970.
11. United States General Accounting Office, "Recommendations of the Commission on Government Procurement: A Final Assessment," GAO/PSAD-79-80, May 1979.
12. U.S. Government Printing Office, "A Quest for Excellence Final Report by the President's Blue Ribbon Commission on Defense Management," Washington, DC, June 1986.
13. U.S. Government Printing Office, "An Interim Report to the President by the President's Blue Ribbon Commission on Defense Management," Washington, DC, February 1986.
14. United States House of Representatives, Quality and Professionalism of the Acquisition Workforce, Printed by the Investigation Subcommittee of the Committee on Armed Services, 101st Congress, United States Government Printing Office, Washington, DC, May 1990.

15. United States Congress, Public Law 101-510, "National Defense Authorization Act for Fiscal Year 1991," Washington, D.C., 1991.
16. All Marine Message 113/95, "Selection Board to Recommend Marine Corps Officers for Designation as Acquisition Professionals," Washington, DC, April 1995.
17. Crevillo, Larry, Director of Education and Training, Marine Corps Systems Command, Quantico, VA, Personal Interview, October 1996.
18. Marine Corps Order 1520.9F, "Special Education Program," Washington, D.C., May 1993.
19. Kaminski, Paul, Under Secretary of Defense (Acquisition & Technology), "Acquisition Reform Day Feedback," Video Presentation, October 1996.
20. Feigley, Colonel James, M. USMC, Direct Reporting Program Manager for the Advanced Amphibious Assault Vehicle, Personal Interview, September 1996.
21. Tully, Lieutenant Colonel Paul, USMC, Marine Corps Liaison, Naval Inventory Control Point, Philadelphia, PA, Personal Interview, September 1996.
22. DiRenzo, Paul, Director of Field Contracting Support, Headquarters, U.S. Marine Corps, Washington, DC, Personal Interview, September 1996.
23. Shields, Patrick J., Contracting Officer, F/A-18E/F Hornet, Naval Air Systems Command, Arlington, VA, Personal Interview, October 1996.
24. Bell, William, Captain, Director of Contracting, Naval Inventory Control Point, Philadelphia, PA, Personal Interview, September 1996.
25. Wilz, Richard R., "Navy 'Blue Dollar' vs. Marine Corps 'Green Dollar' Acquisition Procedures," Defense Systems Management School, May 1975.
26. Stolark, Edward J., Director of Contracts, Marine Corps Systems Command, Quantico, VA, Personal Interview, September 1996.
27. United States Marine Corps Installations and Logistics Command, "Campaign Plan 1996-1997," Headquarters Marine Corps, Washington D.C., 1996.
28. DiRenzo, Paul, Director of Field Contracting Support, Headquarters, U.S. Marine Corps, Washington, DC, "Trip Report," 4 September 1996.
29. Naval Sea Systems Command, "Home Page," World Wide Web, 8 December 1996.

30. Fleet and Industrial Supply Center, San Diego, CA, "Home Page," World Wide Web, 8 December 1996.
31. Naval Inventory Control Point, Philadelphia, PA, "Home Page," World Wide Web, 7 December 1996.
32. Lax, Lisa, AV-8B Harrier Contract Specialist, Naval Inventory Control Point, Philadelphia, PA, Telephone Interview, 7 December 1996.
33. Brumfield, David LCDR, director Fixed Winged Contracting, Naval Inventory Control Point, Philadelphia, PA, Personal Interview, September 1996.
34. Naval Air Systems Command, "Home Page," World Wide Web, 7 December 1996.
35. Naval Sea Systems Command, "Home Page," World Wide Web, 7 December 1996.
36. Defense Logistics Agency, "Customer Assistance Handbook 1996," FT. Belvoir, VA, 1996.
37. Patrick, John, Director of Military Personnel, Defense Contract Management Command, Fort Belvor, VA, Personal Interview, September 1996.
38. Defense Acquisition University, "Defense Acquisition University Course Catalog 1996," Alexandria, VA, 1996.
39. Bolick, Read T., COL, USMC (Ret), "The Marine Corps Acquisition Workforce: The Military Perspective," Industrial College of the Armed Forces, Washington, DC, 1992.
40. Headquarters, United States Marine Corps, "FY93 USMC Colonel Selection Board," Washington, D.C., January 1992.
41. United States Congress, Public Law 99-433, "Goldwater-Nichols Department of Defense Reorganization Act, 1986" Washington, D.C., October 1986.
42. Cheney, Richard, Secretary of Defense, "Defense Management Report to the President," Washington, D.C., July 1989.
43. Department of the Navy, "Department of the Navy, "Department of the Navy Plans for the Implementation of the Defense Management Report," Washington, D.C., October 1989.
44. All Marine Message 368/96, "Acquisition Professional Community (APC) Selection Board Results," Washington, D.C., October 1996.

45. All Marine Message 149/96, "General Officer Acquisition Workforce Program Selection Board Results," Washington, D.C., April 1996.
46. Naval Postgraduate School, "Naval Postgraduate School Academic Year 1996," Monterey, CA, 1996.
47. United States Marine Corps, "Marine Corps Acquisition Billet List," September 1996.
48. Department of Defense Regulation 5000.2-R, "Mandatory Procedures for Major Defense Acquisition Programs," Washington, D.C., March 1996.
49. Department of the Navy, "Navy Acquisition Billet List," September 1996.
50. Perry, Secretary of Defense William, "Superintendent's Guest Lecture," Naval Postgraduate School, Monterey, CA, December 1996.

INITIAL DISTRIBUTION LIST

1. Defense Technical Information Center..... 2
8725 John J. Kingman Road, Suite 0944
Fort Belvoir, VA 22060-6218

2. Dudley Knox Library..... 2
Naval Postgraduate School
411 Dyer Road
Monterey, CA 93943-5101

3. Director, Training and Education..... 1
MCCDC, Code C46
1019 Elliot Rd.
Quantico, VA 22134-5027

4. Director, Marine Corps Research Center..... 2
MCCDC, Code C40RC
2040 Broadway Street
Quantico, VA 22134-5107

5. Director, Studies and Analysis Division..... 1
MCCDC Code C45
3300 Russell Road
Quantico, VA 22134-5130

6. Defense Logistics Studies Information Exchange..... 1
U.S. Army Logistics Management College
Fort Lee, VA 23801-6043

7. Commandant of the Marine Corps (LBO)..... 2
Headquarters, U.S. Marine Corps
3033 Wilson Blvd.
Arlington, VA 22201-3843

8. Prof. David V. Lamm (Code SM/Lt)..... 5
Naval Postgraduate School
Monterey, CA 93943-5103

9. CDR Danny Shockley (Code SM/Sb)..... 1
Naval Postgraduate School
Monterey, CA 93943-5103

10. William R. Tibbs.....	4
345 W. Waller Lane	
Santa Maria, CA 93455	